

POST-ENTRY TRAINING FOR LOCAL GOVERNMENT OFFICERS

BY

CONFIDENTIAL

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OF GRAY'S INN, BARRISTER-AT-LAW

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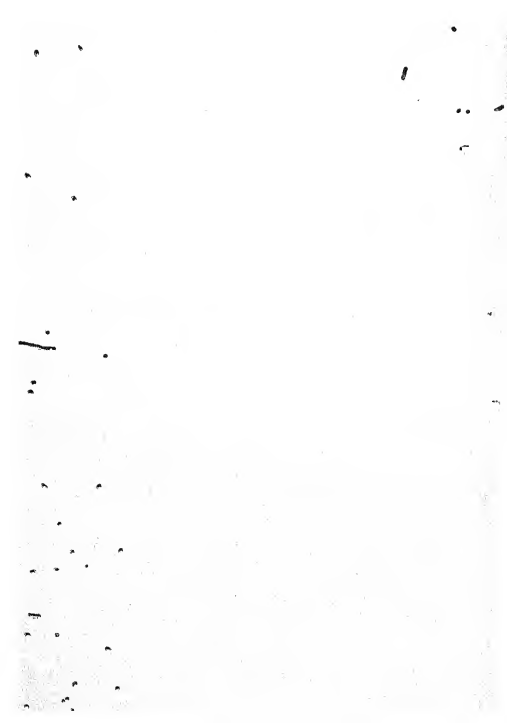


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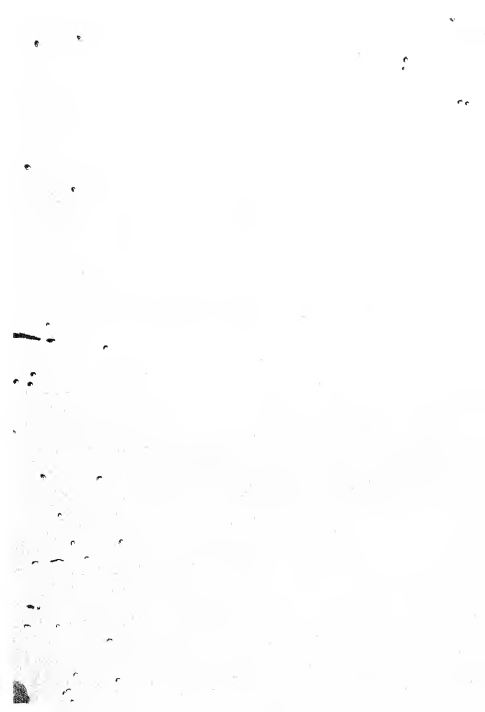


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This is one of a number of studies under a research scheme promoted by the Institute of Public Administration.

It is hoped that these studies will help to make available for all interested some part of the store of experience and thought relating to public administration which the various public services of the country possess. It should be stated that the Institute does not necessarily endorse opinions expressed by the authors of the research reports.



ACKNOWLEDGMENTS

This book is mainly a recapitulation of facts gleaned from reliable sources. The views based on those facts are my own and, obviously, no responsibility in connexion therewith can attach to any of the local authorities referred to, including the London County Council.

I have to thank all those persons who have so kindly helped in providing the information on which it has been possible to build up this book. Without their assistance so generously given, I should have been quite unable to survey what is, up to the present, an uncharted field. I wish particularly to include within the scope of these acknowledgments those who replied to the questionnaires circulated—the officers of the local authorities and Whitley Councils, the secretaries of the professional and technical associations, and the lecturers and officers of the universities and university colleges.

I am likewise greatly indebted to the secretary and officers of the London County Council Staff Association and of the National Association of Local Government Officers who were liberal in advice and criticism and the supply of information in connexion with the report.

I am extremely grateful to the members of the Institute of Public Administration who have done much to lighten my task and I owe much to Sir Gwilym Gibbon and Mr. J. R. Howard Roberts for their stimulation and guidance in bringing my efforts to a conclusion.

I have finally to thank Professor Milton E. Loomis, of Washington Square College, New York, for some very helpful suggestions as to the deductions to be drawn from the materials assembled, and my colleague, Mr. C. A. Reeves, B.Com., LL.B., who prepared the index.

FOREWORD

BY

THE RIGHT HON. LORD SNELL, P.C., C.B.E., LL.D.

Ex-Chairman of the London County Council

Local government in England occupies an ever-increasing place in the nation's life, and it is of quite essential importance that its technical and administrative officers should be encouraged adequately to train themselves for the higher ranks of its service. This book deals with that very important question, and I hope that it will be both read and studied by every local government officer. I also commend it to the careful attention of students of local government, and to the many professional associations concerned with the problems of public administration.

The title of the book may suggest that it is limited to an inquiry into "conditions as to post-entry training in the local government service," but the information that it supplies is capable of a far wider application. It deals with technical matters such as the methods of recruitment; how far professional officers desire knowledge of the principles of public administration; and with the facilities available for their further training.

It is worth noticing in this connexion that "nearly all the available facilities for training have been instigated by the officers themselves." The London County Council Staff Association, for example, has done useful and

appreciated work in this direction, having organized a university extension centre at the County Hall, of which Mr. Winter, the author of this book, is the honorary secretary. The importance of training for the higher grades of service is, however, being increasingly recognized, and some of the more alert local authorities have already co-operated with their officers to the extent of granting leave of absence to members of their staffs for study and special training.

The older and more responsibly placed among local government officers have rarely the time or the incentive to undertake new studies, but to younger officers, who are rightly concerned with their future careers, this book should prove of special value. Its scope is adequate; local government service is held to include all forms of local government; and "service" covers all the non-manual grades. The Schedules and Appendices give information of special value to busy students. It is a book which every service organization will wish all its members to read, and I have great pleasure in commending it to their attention.

SNELL.

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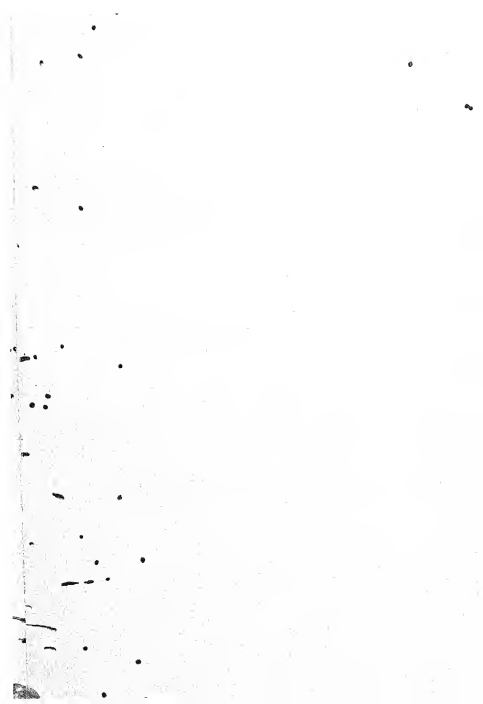
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CHAPTER I

INTRODUCTION

Problems attendant upon the education and training of persons to serve as public officials have become a subject of international study, and the following remarks are intended as an explanation of the course of events in Great Britain which have led up to the institution of the present research. This explanation is, in particular, for the benefit of students of this subject in the dominions, colonies and foreign countries, and especially for those in the United States of America.

World-wide attention has for many years past been paid to the English system of preparation for the public service, meaning by that term the Civil Service, whose remuneration is paid out of the National Exchequer. Further, in contemplating the English system, extraordinary prominence has been given to the competitive examination for the higher administrative class, and great tribute has been paid to the results achieved by appointing to that class officers leaving the various universities with a high standard of academic attainment in general subjects of learning.

The general policy arising out of such a system has been found to work well in its English setting, that policy allowing the administrative officer the last word in determining departmental decisions after consulting the pro-

fessional officers in the department. Less consideration has been given to the Civil Service system of recruitment by competitive examination to executive and clerical grades, subordinate to the administrative grade. In this case the recruits enter the service on completing their studies in secondary and central schools, and the stress of the competition for the vacancies occurring usually ensures that the successful candidates are the most mentally alert. Scant regard, however, is paid to the fact that those officers are destined to remain more or less in their respective grades, with a regular scheme of annual increments of salary until they reach the maximum salary applicable to the grade but with few chances of promotion to higher spheres. Some of the officers in these grades pursue the study of some congenial subject after entering upon their careers, but there is little urge to systematic post-entry training, and the majority of officers in these grades rely for whatever promotion is available for them upon their achievements in connexion with the various official duties upon which they have been engaged and their general reputation for industry within the department.

Recruitment to the English local government service is on quite different lines. There are in that service some 130,000 officers (exclusive of teachers and police) employed on administrative, executive and clerical duties, and the methods of recruitment of these officers have been under survey in recent years as follows :—

- (1) by the Royal Commission on Local Government, 1923-29¹;

¹ See their Final Report (Cmd. 3436 of 1929).

- (2) by the Departmental Committee on the Qualifications, Recruitment, Training and Promotion of Local Government Officers, 1930-34.²

The Royal Commission concluded that it was open to question whether the existing methods of recruitment of local government officers were calculated to ensure that local authorities would have at their disposal officers of the type needed to assist them in the discharge of the increasing responsibilities laid on them year by year by Parliament. The Commission further considered that the problems which had emerged from their investigation required a much more detailed investigation than they had been able to undertake, and recommended the appointment of a Departmental Committee to inquire into the question.³

The Departmental Committee dealt systematically with the recruitment and training of local government officers, but, on account of the difficulties encountered, decided not to investigate the subject of the technical and professional qualifications of the technical and professional officers in the employment of local authorities.⁴ They considered that such an investigation would be lengthy and would probably involve expert assistance, and that it could be undertaken better by a permanent central advisory committee. Such a committee, they advised, should be established.

The question of appropriate technical and professional qualifications in the local government service is bound up with the question of such qualifications generally and

² See their Report (No. 32-306 of 1934).

³ See par. 42, p. 159 of the Report.

⁴ See par. 145, p. 45 of the Report.

the training required to reach the necessary standard. Some research has recently been made into general professional and technical qualifications and is embodied in *The Professions* by A. M. Carr-Saunders and P. A. Wilson.⁵

Let us examine the main characteristics of the English local government service. In the first place, as regards the purely administrative posts, there is no general recruitment of university-trained candidates. The principal chief officers of local authorities are the Town Clerk, the Treasurer or Accountant, the Engineer (who frequently performs in addition the duties of Surveyor, Valuer and Architect), the Medical Officer, the Education Officer and the Public Assistance Officer.

The Town Clerk is generally a solicitor. In addition to his professional qualification he may or may not have had a university training. A person usually starts on his career as a town clerk by serving articles under a solicitor who is a town clerk. Having obtained his legal qualification as a solicitor, he is appointed as assistant solicitor to a particular local authority, and thereafter proceeds, frequently by way of transfer to another local authority, to the post of assistant town clerk and ultimately to town clerk. Some town clerks, however, are not qualified solicitors but officers who, having served in junior posts under local authorities, have given evidence of natural aptitude qualifying them for promotion.

Of the other chief officers, the Medical Officer and the Education Officer usually obtain their professional quali-

⁵ Oxford: The Clarendon Press, 1933, 536 pp.

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fications before entry into the local government service. The Medical Officer may or may not have had a university training. The Education Officer is expected to combine administrative capacity with teaching experience, and he usually achieves this combination on the basis of a university training.

The Accountant and the Engineer are recruited from two sources—(1) from persons who have obtained their professional qualifications before entry into the local government service, and (2) from persons who qualify professionally after having entered that service. There is a curious plethora of rival professional associations, as will be seen later in this book,⁶ and it is possible for both these officials to obtain their qualification after their entry into the local government service through the medium of an association specifically established for that service, viz., in the case of Accountants, the Institute of Municipal Treasurers and Accountants, and in the case of Engineers, the Institute of Municipal and County Engineers.

Other officers in the local government service tend to fall into well-known professional categories, for most of which there is in existence a suitable professional association which permits of their obtaining qualification by training after entry into the service. Among these officers are the Librarians, Park Superintendents, Public Assistance Officers, Public Control Inspectors, Institution Officers, Midwives, Nurses, Sanitary Inspectors, Cleansing Staff, Sewage Disposal Staff, Rating Officers, Town Planning

⁶ See Chapter III and Appendices III to V and *The Professions* by Professor Carr-Saunders.

Officers, Transport Officers, and Housing, Estate Managers.⁷

Vacancies for chief officers in the local government service are usually filled as the result of public advertisement, though it frequently happens that an official in a lower grade of the authority advertising is promoted to fill the vacancy. Otherwise, recruitment to the lower grades of staff is usually effected by means of public advertisement from candidates leaving secondary and central schools, the general minimum qualification being the school leaving certificate.

In the case of one or two of the more important authorities, such as the London County Council and the Manchester City Council, vacancies are filled on the results of a competitive examination somewhat on Civil Service lines. A few other local authorities, such as the East Ham County Borough Council, the Monmouthshire County Council, and smaller local authorities, such as the Ebbw Vale and Irlam Urban District Councils, arrange competitive entrance examinations through the National Association of Local Government Officers. Quite a small number of vacancies (on the staff of the London County Council, about four a year) are filled from university trainees; but these are only exceptional cases.

As a result of the methods used for appointing officers to the local government service, and the lack of a fixed grade of higher administrative officers in that service, for promotion from the lower grades to the highest posts, there is more scope than in the civil service and, consequently, there is a strong incentive for junior officers to

⁷ See Schedules III and IV, pp. 157 and 158.

INTRODUCTION

obtain recognized professional qualifications in order to substantiate their claims for promotion. Since these officers have usually left school at the age of 18 years (at the most), and have embarked on clerical and executive duties which have made a break in their academic studies, the tendency is for them to secure further qualifications from a professional organization which has no link with the universities. But, and here is a strange twist of the threads of this curious skein, the educational authorities of the country, in their technical institutions, frequently provide the tuition for the professional organization, although the professional organization sets the examination on the results of which the professional qualification is awarded. In the case of large towns in the vicinity of universities (*e.g.*, London and Manchester) there is recourse to evening classes for academic degrees and diplomas in law, economics, commerce and public administration. This is a new development and one which is slowly but steadily expanding. It is a development in which the Institute of Public Administration is keenly interested, and the possibility of its future extension will appear on consideration of the facts which have been gleaned in connexion with the present research.

CHAPTER II

REASONS FOR AND SCOPE OF THE INQUIRY

For some years past increasing interest has been taken in the subject of the training of officers employed in the local government service. The subject of training has a twofold aspect, dividing it into training before and after appointment. The first aspect, namely that of pre-entry training, is dependent to a large extent upon the present educational system, and is concerned with the various stages of education, whether of elementary, secondary, technical or university standard. The problems relating to this aspect have been explored on many occasions during the present century, and it is no part of this inquiry to deal with them. At present we are concerned with the second aspect of the subject only, viz., post-entry training. The problem presented to us is simply this: What does an officer, once appointed to the local government service, do in order to equip himself for promotion in his future career?

It appears to be generally accepted that the mere methodical performance of the daily round of tasks is insufficient to bring out the best in those concerned. The principle of post-entry training is, therefore, not confined to the local government service. Indeed, it affects a very wide field, including the civil service, the sphere of industry, and the world of business, and seems to be the result of higher standards of education generally and the post-war urge towards rationalization.

There are several important landmarks in this field, the first of which was the Hadow Report on the Recruitment and Training of Local Government Officers, 1934, which contained a series of recommendations with regard to Training and Promotion (Nos. 17 to 23), and a recommendation (No. 25) as to the establishment of a central advisory committee. Another landmark was the Report of a Research Group of the Institute of Public Administration on Post-Entry Training¹ which considered the subject from the point of view of members of both the civil service and the local government service. A third landmark was Professor Harvey Walker's book on *Training Public Employees in Great Britain*, published in 1935 after an inquiry undertaken on behalf of the American Commission of Inquiry on Public Service Personnel. The book deals mainly with the civil service, but it contains a chapter (XIV) on the local government service. Still another landmark was the consideration of the question of Post-Entry Training at Zurich on 3rd and 4th April, 1936, at a Joint Conference of the Institut International des Sciences Administratives and the Union Internationale des Villes et Pouvoirs Locaux. Finally, the Institute of Public Administration at its summer conference in 1938 dealt with Problems of Training for the Public Service, the local government aspect being treated by Mr. L. Hill, General Secretary of the National Association of Local Government Officers.²

As regards teachers, the advantage of refresher courses has long been recognized and, in Circular 1453 of 11th March, 1937, to local education authorities, the Board

¹ 11 J.P.A. 37 (January, 1933).

² 14 J.P.A. 276 (July, 1938).

of Education advocated the establishment of intensive courses of three months' duration in training colleges in order to give instruction to elementary school teachers in domestic subjects, art and handicraft.

In the Report³ of the Departmental Committee on the Social Services in Courts of Summary Jurisdiction of 1936, mention was made of a scheme of training initiated by the Police Court Mission and designed to improve the qualifications of probation officers already in the service. This course was organized through the University Extension Lectures of London University and consisted of three sessional courses in three consecutive years on which an interim examination was held, and a fourth year's work leading up to a diploma in economics and social science. The course comprised evening classes in social economics, problems of poverty and psychology, with lectures on criminal law and administration in the fourth year.⁴

The report was mainly concerned with the selection and training of future entrants to the probation service, but the Committee expressed the view that much could be done to provide facilities for the training of existing probation officers, especially those who had been appointed in recent years without training. The Committee suggested that various methods might be considered, e.g., some officers might take the special probation courses recommended for persons desirous of becoming qualified probation officers. Other officers in country areas might be transferred for a time to busy courts in London and elsewhere; for others again, even-

³ Cmd. 5122.

⁴ P. 135 of the Report.

ing classes, summer schools, or week-end refresher courses might be arranged. The Committee considered that the whole subject was one which might usefully be examined by the Probation Advisory Committee with the object of raising the standard of work throughout the country to a higher level.⁵

In the world outside the civil and local government services, the subject of post-entry training of staff has received considerable attention. At the annual general meeting, held on 26th February, 1937, of the London, Midland and Scottish Railway Company, Sir Josiah Stamp (as he then was), in his presidential address⁶ referred to the problem of making the staff organization of the company keener and more efficient, and of seeing that the junior and the isolated officer was not only conscious of the importance of his job in the smooth working of the system and the level of public service, but that he had every opportunity of knowing where his methods and ideas could be improved. In this connexion the speaker stressed the usefulness of the moving film theatre, the recording in special domestic journals of personal and regional achievements, especially in competitive schemes, the staff college which had been opened for training the staff in the best practices known in the railway industry, and the system of exchange of selected staff with American railroads.

The British Association for Commercial and Industrial Education issued, in 1936, the report⁷ of a committee

⁵ P. 138 of the Report.

⁶ *The Times*, 27th February, 1937, pp. 19 and 20.

⁷ Published at 7 Tavistock Square, London, W.C.1.

appointed by the Association to inquire into vocational education after general education up to the age of sixteen. The committee thought it certain that part-time education, concurrent with employment, would continue for many years to be the main type of vocational education demanded in this country for boys and girls who complete their general education at about the age of 16. The Committee were of the opinion that the system of part-time education, if it was to be successful, should be closely associated with works or office experience. The Committee strongly recommended that firms should take into serious consideration the advisability of allowing "time off" to all their younger employees—either during the day or by allowing them to leave work early and regularly on certain evenings of the week—for the purpose of attending a full course of instruction, *e.g.*, at a technical school on one or two half-days a week. The Committee were also in favour of the "sandwich" system of instruction, providing for alternate periods (in some instances of six months each) to be spent in the works and at school. The Committee considered that such a type of vocational education was one which should be adopted more frequently as a means of training suitable candidates for posts of higher responsibility.

Mr. H. Brown, in his presidential address to the Institute of Actuaries in 1936,⁸ pointed out that members of the Institute remained active members throughout their working lives, and that new arrangements were being made for the development of the tuition system, a development which would call for service from an increased number of members as tutors and examiners.

⁸ *The Times*, 27th October, 1936.

The question of education is an important one for those interested in the Co-operative movement and, in the annual report of the Education and Political Committee of the London Co-operative Society, Limited, issued in March, 1936, attention was drawn to the increase in the number of technical training classes for employees and to the scholarships available for promising students.

At the annual conference of the Chartered Insurance Institute in 1936, Mr. Herbert Lewis, in his presidential address, expressed the view that it was impossible for the official to acquire through routine of his particular office the general knowledge of insurance which was essential both for his own success and for the enhancement of the general status of insurance employees, and testified to the usefulness of the examinations of the Institute in testing such general knowledge.

In his presidential address to the Insurance Institute of London in 1938,⁹ Mr. A. S. Rogers announced that the series of lectures on technical subjects, not necessarily linked with examination matters, would be continued, and, in view of the international character of insurance business, he particularly stressed the need for education of a more general character than that provided by the technical classes.

At the thirty-sixth management conference convened by the Confederation of Management Associations in April, 1937,¹ it was stated that a committee on training for business managers were in favour of the establishment of a staff college in this country, and had expressed the view that the training of young people already in

⁹ *Ibid.*, 4th October, 1938.

¹ *Ibid.*; 13th April, 1937.

business with a view to executive positions should be a charge on organized industry. The committee considered that the importance of the managerial function made it highly desirable that part-time day training should be substituted for the more usual overtime work in the evening.

The Advisory Council for Technical Education in South Wales and Monmouthshire have appointed a Regional Building Trades Advisory Committee, consisting of equal numbers of building trades employers, employees and representatives of local education authorities and teachers of building subjects.² Matters which engage the attention of the committee include the recruitment of the right type of youth into the building industry and the terms governing apprenticeship; the encouragement of additional training facilities; the co-ordination for building trade workers of industrial practice with educational training; the provision and periodical revision of syllabuses for all part-time building classes in the area; and the development of a strong feeling of interdependence between the industrial and educational sides.

Such being the general trend of thought on the subject of post-entry training, the time appears to be ripe for an examination of the subject in relation to the local government service. In view of the recent research into the question of post-entry training in the civil service, the present inquiry will not seek to deal with that aspect of the subject.

With regard to the scope of this book, the local government service has been taken to mean service under such

² *The Times*, 19th February, 1937.

local government authorities in England and Wales as county councils, county borough councils, non-county borough councils, urban district councils and metropolitan borough councils, and the more important of the burghs in Scotland; and service means service in a professional, technical, administrative and clerical capacity and not service in manual and manipulative grades. Inquiry into conditions as to post-entry training in the local government service is likely to be productive of interesting results, as the various authorities are scattered throughout Great Britain, and, for those who acquire professional, technical and academic qualifications, there is scope for transfer from one authority to another. This is perhaps a distinctive feature of the local government service as compared with the civil service.

The inquiry has taken the form of a series of three questionnaires circulated to authorities, bodies and persons likely to be interested, and a number of personal interviews with secretaries of associations and others with ideas on the subject. The inquiry concerns three main classes, namely:

- (A) Local authorities, branches of the Institute of Public Administration, the National Association of Local Government Officers, and branches thereof.
- (B) Professional and technical associations and Whitley councils.
- (C) Universities and university colleges.

The three questionnaires circulated are set out in

POST-ENTRY TRAINING FOR LOCAL GOVERNMENT OFFICERS

*Schedule I*³ at the end of this book. The results of the inquiry are as follows:—

Type of authority or body approached.	Number approached.	Number who replied.
Class I.		
Local authorities - - - -	260	88
Branches of the Institute of Public Administration - - - -	12	7
Branches of the National Association of Local Government Officers - - - -	6	4
Class II.		
Professional and technical associations - - - -	62	33
Whitley councils - - - -	5	5
Class III.		
Universities and university colleges	22	21
Total - - - -	367	158

The subdivision amongst departments of a local authority of the administrative, professional, technical and clerical officers employed and the variety of qualifications which they hold have been examined recently by Mr. L. Hill, Secretary of the National Association of Local Government Officers. He quotes the following examples:⁴

In a county borough employing 1147 officials (designated as such and distinct from workmen), 149 are engaged

³ See p. 151.

⁴ 16 J.P.A. 277 (July, 1938).

in institutions and hospitals, 374 in trading departments, and the remainder (624) are divided amongst the following departments: town clerk's (51), city treasurer's (173), city engineer's (66), public health (97), education (98), lighting and cleaning (23), weights and measures (7), public assistance (33), art galleries and museums (53), parks (17), cemeteries (3), and baths (3). Of the 624, the conditions of appointment of 176 prescribed a professional or technical qualification, the remainder consisting mainly of clerical workers engaged on routine work, some of whom, however, obtain promotion by passing an appropriate professional or technical examination.

In a county council employing 696 officers, 458 hold a professional or technical qualification. The remaining 238 include, spread over 17 departments, 30 typists, 23 school inquiry officers, 21 clerks to governors, 16 store clerks, 2 laboratory boys, and 2 air-raid precautions officers.

In an urban district council⁵ employing 78 officers, 51 hold professional or technical qualifications. The remaining 27 include, spread over 8 departments, 5 typists, 7 foreman storekeepers, and 15 clerks.

In addition to qualified staffs embracing practically every known profession, local authorities employ policemen, firemen, chaplains of all denominations, organists, journalists, publicity experts, restaurant managers, musicians, golfers, entertainment organizers, printing and stationery experts, rat-catchers, river pilots, ships'

⁵ For a list of designated posts of officers under the various departments of an urban district council, see Schedule II, p. 155.

crews, water diviners, bank officials, race-course staff, swimming instructors, and air-raid precautions organizers.

There are well-known limitations as to the method of investigation by circular questionnaires mainly owing to the fact that replies are usually elicited from only about one-third of the number of persons and bodies approached, the remainder being unable at the particular time to formulate a reply for several reasons—through pressure of work or through lack of staff, or even because they avoid the effort of compiling a reply through lack of interest. In the present case the number of replies exceeded the number expected to be forthcoming, and it was ascertained by comparison with other information elicited in the course of the present research and by inquiry among persons present at various conferences and summer schools that the replies were fairly representative of conditions throughout the country.

A wide range of professional and technical officers are employed in the local government service, and a classified list of these will be found in *Schedule III*.⁶ These officers have received special training, academic, professional or technical, and are either in possession of university degrees or diplomas or have passed the examinations set by the professional or technical associations of which they are members. A list of these associations, arranged under the professional or technical class concerned, is contained in *Schedule IV*.⁷

In order to arrive expeditiously at the results of the inquiry for the general reader, it will be convenient to take the appropriate subject-matter heading and to explain

⁶ See p. 157.

⁷ See p. 158.

REASONS FOR AND SCOPE OF THE INQUIRY

generally the effect of the views of the classes of authorities, bodies and persons concerned, distinguishing where necessary the two points of view of (a) the local authorities and (b) the professional associations. The conclusions deduced from the general trend of the views elicited can then be formulated.

For the use of the more profound student, the detailed facts gleaned from the particular replies received will be set out in Appendices following the general Report, and thereafter matters of a statistical nature and tables of general information will appear in Schedules. Care has been taken to select for publication comments which fairly represent the views of local authorities and professional societies generally, whether favourable to an extension of post-entry training or not.

CHAPTER III

PROFESSIONAL AND TECHNICAL ASSOCIATIONS OF LOCAL GOVERNMENT OFFICERS

An investigation into the professional and technical associations of local government officers opens up a wide field of study. The position is complicated by the following considerations.

Some associations are concerned with a particular profession, irrespective of the fact that the members are officers of the local government service, *e.g.*, the Chartered Surveyors' Institution, the Institute of Chartered Accountants, the Institute of Civil Engineers, the Chartered Institute of Secretaries, &c. Other associations have been formed alongside these main general associations to meet the particular needs of the local government service, *e.g.*, the Institute of Municipal and County Engineers, the Institute of Municipal Treasurers and Accountants. Still other associations have been set up solely for officers engaged in the local government service, *e.g.*, the Incorporated Association of Rating and Valuation Officers, the Institute of Public Cleansing, the Institute of Sewage Purification, the National Association of Bath Superintendents, the National Association of Local Government Officers, the National Union of Public Employees, the Poor Law Examinations Board, the Sanitary Inspectors' Association, the Society of Women Housing Estate Managers, &c.

Other complications arise owing to the fact that there is seldom one association for a particular profession. There are frequently several rival associations (*e.g.*, for accountants, surveyors, &c.) and very often a whole series of associations dealing with different branches of the main profession—*e.g.*, in the engineering profession there are separate associations for civil, mechanical, structural, electrical, water, gas, &c., engineers. The distinctions between the more important of these professional associations have been carefully explained in Professor Carr-Saunders' very able survey of *The Professions*.¹

Most of these associations hold a series of examinations—preliminary, intermediate and final—for which appropriate fees are charged. There are generally various classes of membership, a usual classification being associates, members and fellows. Letters are often used to indicate the class of membership attained, *e.g.*, A.C.R.A., F.C.R.A. (Corporation of Certified Accountants); A.M.I.Chem.E., M.I.Chem.E. (Institute of Chemical Engineers); A.C.I.S., F.C.I.S. (Chartered Institute of Secretaries); P.A.S.I., F.S.I. (Chartered Surveyors' Institution); A.M.P.T.I., L.A.M.P.T.I., M.T.P.I., L.M.T.P.I. (Town Planning Institute). In some cases an association will recognize the examinations of other educational bodies as dispensing from its own examinations, but this rarely happens in the case of the final examination, control over which most associations are very jealous to preserve. The great incentive to membership of a particular association is usually the consideration that the member acquires a recognized professional status and, though it might be thought that an increase in the number of

¹ Oxford: Clarendon Press, 1933.

rival associations would result in a lowering of the general standard of attainment, it is a remarkable fact that even among competing associations the standard of attainment has tended to rise.

It would be a task of some magnitude to set out in detail the particulars concerning all associations of which local government officers are members. For the purposes of this survey such a detailed exposition is not indispensable, and it will suffice to examine a representative number of such associations. This has been done and the details appear in *Schedule V*.²

It is a part of the technique of most associations to issue a journal, monthly or quarterly. Members usually contribute the articles which appear in the journals. Some of the articles have been read and discussed at branch meetings prior to publication. The reports of annual conferences are also frequently published. Each association usually issues a year book, containing particulars of the governing council and committees of the association, the charter of memorandum and articles of association, the bye-laws, the examination syllabus, the fees and subscriptions payable, and a list of the names of the members in their various categories of membership. Some associations have a lending library of books likely to be required by the members and particularly by the students of the association. Particulars of these publications and libraries appear in *Schedule V*.³

Many of the associations encourage research by their members and make grants or give prizes for that purpose. Students' societies are often formed with a view

² See p. 165.

³ See p. 165.

to discussion and dissemination of ideas. Members are invited to report from time to time on matters specially within their knowledge. Sometimes they read papers before the other members, and their reports are frequently published in the journal or other publication of the association. Particulars of this research work are contained in *Schedule V*.⁴

⁴ See p. 165.

CHAPTER IV

DEMAND AMONG LOCAL GOVERNMENT OFFICERS FOR SYSTEMATIC POST-ENTRY TRAINING AND THE CLASSES OF OFFICER FROM WHICH THE DEMAND PROCEEDS

The demand amongst local government officers for systematic post-entry training is a growing one. It is particularly in evidence in the larger towns where the opportunities for promotion are greater. In the main, the demand proceeds from younger officers, mainly those desirous of securing promotion on the professional sides without, however, becoming articled pupils for that purpose. The demand is to some extent stimulated by the grants made by employing local authorities to officers who have passed certain approved examinations.

The departments most affected are the town clerk's, accountant's or treasurer's, public health, libraries, and engineer's and surveyor's. In the larger towns such as London, Manchester, Newcastle, &c., younger officers read for the Bar examinations, or for university degrees in law, economics or commerce. In some counties and urban districts, where facilities for training classes are limited, students frequently take correspondence courses, but it is considered that if improved facilities were available more younger officers would take advantage of them.

The officers concerned, who are first appointed to clerical classes, seek to qualify themselves for higher professional and administrative positions. Some, in the

public health department, train for appointment as sanitary inspectors; others, in such departments as the treasurer's, libraries, and engineer's departments, seek to acquire professional qualifications in accountancy, librarianship, engineering and building; others again in such departments as the town clerk's, accountant's and rating, seek training in commercial and secretarial subjects. In only a few cases do younger officers ask for courses in public administration. Officers are sometimes required to attend courses as a condition of their employment in a certain capacity. Thus, some junior employees attend classes in shorthand and typing, but only for short periods. Higher paid officers are usually professional men with full qualifications, and only rarely have they the time or the incentive to undertake additional training.

It is occasionally found, especially in the smaller boroughs and urban districts, that the requirements of the service, particularly that of official attendance upon committees which meet in the evenings, leave little time for additional training.

The detailed views of the various local authorities are set out in *Appendix I*.¹

The question of compiling a general scheme of post-entry training applicable to all the officers in the service of a particular local authority has recently occupied the attention of various staff associations of local government officers. In particular the National Association of Local Government Officers, who have been particularly active in encouraging the general study of public administra-

¹ See p. xxi.

tion, have drawn up a model scheme² for the post-entry training of the staff of local authorities. The scheme, which is recommended for adoption by local authorities, provides for the general education (free of charge) of juniors up to the age of 18 years at day continuation courses or evening courses at technical or commercial institutes. For officers over the age of 18, technical or professional education is advised, and the grant of financial assistance in approved cases is urged. A university degree or diploma in public administration is regarded as a desirable post-technical or post-professional qualification.

As regards practical training, the scheme recommends the transfer of selected officers from one department to another within the local authority, the provision of facilities for the attendance of officers of all grades at refresher courses, summer schools and conferences, and the grant of facilities for research by officers, linked up where possible with universities and including leave of absence for the purpose of visiting the departments of other local authorities. The model scheme is set out in full in *Appendix II*.³

The establishment of a scheme of post-entry training is also under the consideration of the Joint Committee of Members and Staff of the London County Council. The Staff Association is in favour of a comprehensive scheme being set up to develop the initiative and the intelligence

² See 16 J.P.A. 276 (July, 1938), article on "Problems of Training for the Public Service—Local Government" by L. Hill, C.B.E., M.A.; and *Municipal Journal*, 17th June, 1938, p. 1323. The scheme is still subject to alteration after more mature consideration.

³ See p. 105.

of the officers and to foster an essential interest in their duties and an enthusiasm for public service. The Association considers that the most important form of training is self-education derived from work done by the officer or from other work with which he comes in contact, and is anxious that any scheme of training should be so framed as to prevent officers remaining on the same work for too long a period.

The Association recognizes the following three divisions of officers in regard to the need for post-entry training:—

- (1) Professional and Technical.
- (2) Administrative and Clerical.
- (3) New entrants.

As regards the first division the Association considers that officers should be encouraged to acquire general administrative culture as complementary to any specialized training that they may have had.

With regard to the second division the Association points out that nearly all the available facilities for training have been instigated by the officers themselves, and have included the following:—

- (1) Courses held under the auspices of the Institute of Public Administration, the University of London, the National Association of Local Government Officers, and the Workers' Educational Association.
- (2) Evening classes in local government and the administrative sciences established by the London County Council and other education authorities.

- (3) Lectures and discussions arranged by a few of the departments of the London County Council.

The Association considers that these arrangements should be carefully co-ordinated in order to avoid overlapping, and that the need for further specialized departmental instruction should be examined.

As regards the third division the Association is of the opinion that, in order to counteract the apathetic effect of routine work upon new entrants, arrangements should be made to point out to them that they are local government officers with a special function and that they are potential administrators. It is understood that the County Council is arranging to prepare a handbook describing the organization of the service for issue to all new entrants.

The County Council has recently⁴ extended its arrangements for granting leave of absence to members of its staff for the purpose of increasing their experience and efficiency on the work on which they are engaged. In the past, the technical staff in the chief engineer's department have been detached to study new processes on large and unusual works; medical staff have studied new methods abroad; and staff in the valuer's department have visited provincial cities in order to study slum-clearance and housing administration. The extended facilities, which will permit of leave of absence not exceeding six months with pay, will enable officers to study particular problems or systems when suitable opportunities occur in connexion with other local authorities, government departments or large commercial under-

⁴ L.C.C. Minutes, 22nd November, 1938.

DEMAND FOR POST-ENTRY TRAINING

takings or to participate in conferences of professional or technical bodies.

The County Council has also requested its representatives on the Central Advisory Committee of Local Government Officers⁵ to raise the question of interchange of staff between local government authorities for the purpose of enlarging their experience and enabling them to study other methods of administration.

⁵ See Chapter XVI (1), p. 82.

CHAPTER V

DISTINCTION (IF ANY) BETWEEN THE DEMAND FOR TRAINING FROM OFFICERS ENGAGED ON PROFESSIONAL WORK AND THOSE ENGAGED ON GENERAL ADMINISTRATIVE WORK

In the main, the demand for training is greater from officers engaged on professional work, and the training desired is of a professional or technical nature leading to a recognized qualification. The general opinion is held that special training in administration without a professional or technical qualification does not ensure the attainment of higher positions in the local government service. Professional and technical training courses have become standardized, and they attract the more serious type of student. Training is compulsory for the officer who wishes to proceed to a recognized professional or technical post whereas for general administrative officers it is mainly voluntary.

The detailed views of the various local authorities concerned are set out in *Appendix III*.¹

¹ See p. 108.

CHAPTER VI

HOW FAR PROFESSIONAL OFFICERS DESIRE KNOWLEDGE OF THE PRINCIPLES OF PUBLIC ADMINISTRATION

(A) Local Authority View

It is generally recognized that professional officers in the higher posts in the local government service are concerned with general principles of public administration and require an adequate knowledge of those principles. In fact, those officers obtain that knowledge in the first instance during their early professional training in so far as the professional institutes to which they are attached include in the syllabus of training the subject of public administration or the principles of national and local government. Further, many of the principles of public administration in relation to the work of technical officers are discussed in articles published in technical journals, and technical officers in responsible positions usually make a point of keeping abreast of the development of knowledge as set out therein. Again, as technical officers proceed to higher posts, they are brought into touch more and more with practical problems of administration and the ambitious officer makes good use of his opportunities of studying those problems in the day-to-day exercise of his duties of control of staff and office arrangements.

As regards junior professional officers, their immediate

aim is to secure due professional training and they are not normally concerned with specially reinforcing their knowledge of public administration, except for the purposes perhaps of one set of questions in a particular examination. In recent years, however, some publicity has been given to the advance made in the study of public administration, and this advance has been brought to the notice of the leaders of some of the technical associations and commented on by them with the result that an increasing number of the more ambitious of the junior officers do set out to equip themselves with a knowledge of that subject.

Local authorities when advertising vacancies for higher technical or professional officers are in a position to stress the need for adequate knowledge of administration, and many of the more enlightened authorities take this course. The detailed views of local authorities on this question are set out in *Appendix IV*.¹

(B) Professional Association View

Some professional associations concern themselves wholly with the professional activities of their members and pay no regard to the theories and practice of public administration which may affect some of those members. Other associations realize the importance of such a knowledge, and include the subject of administration in the curriculum for the professional examination. By far the majority of these associations take a broad view of the value of a knowledge of general administrative principles and recommend their members, especially those who are

¹ See p. xii.

aiming at obtaining the higher posts in the local government service, to apply themselves to the study of those principles, either by taking a course for a degree or diploma in public administration or by some other appropriate means.

The details of the attitude taken by the professional associations are set out in *Appendix V*.²

² See p. 115.

CHAPTER VII

FACILITIES AVAILABLE FOR THE PROVISION OF FURTHER EDUCATION AND TRAINING FOR LOCAL GOVERNMENT OFFICERS

(A) Local Authority View

A careful survey of the facilities provided throughout the country by the local education authorities reveals the existence of an excellent system of classes in a large variety of subjects, many of which appeal to professional and technical officers in the local government service, but there is a lack of classes in public administration which would be useful to administrative and clerical officers in that service.

It seems somewhat remarkable that, in making arrangements for the education of many persons in a large variety of subjects, the authorities have not given greater consideration to the needs of the officers in their employ. Charity has certainly not begun at home so far as training facilities for local government officers are concerned. Where a demand for training in public administration arises, the applicant is frequently advised to attend the relevant lectures in the course for secretaries and accountants. These courses have naturally a distinct commercial bias and by no means afford adequate training in the principles of public administration. There are, however, signs that local education authorities would be prepared to set up appropriate classes for administrative

officers if requested to do so and if they could be assured that the classes would be adequately attended.

The classes for professional and technical officers are held in evening institutes and in technical and commercial schools and colleges, and, in many cases, the details of these classes are published in elaborate prospectuses, some of which cover over 200 pages. The larger the town is the better are the educational facilities. Details of classes abstracted from typical institutions are set out in *Schedule VI*.¹ Various prizes and scholarships are awarded in connexion with these classes, and one remarkable feature of the work done by means of these classes is the training for the external degree examinations of the University of London, particularly in arts, science, economics and commerce.

Details as to the facilities provided by the various local authorities are set out in *Appendix VI*.²

(B) Professional Association View

The various professional associations rely to a very large extent, so far as the provision of tuition for the examinations held by them is concerned, upon the facilities provided by local education authorities (as described above) and upon private correspondence courses. In the case of auctioneers and surveyors, the professional associations have combined to set up a special College of Estate Management which provides full-time day and evening courses as well as postal courses for those students who cannot attend the college. The courses held at this College are in addition to those held

¹ See, p. 173.

² See p. 120.

at various polytechnics, technical institutions, agricultural colleges and universities. As a rule the fees charged by local authorities for courses provided in their institutions are lower than those charged by private correspondence colleges.

Some associations make a special point of giving advice to candidates as to how to obtain suitable tuition and are active in arranging for the provision of suitable courses by local education authorities. Among such associations may be mentioned the Incorporated Association of Architects and Surveyors, the Library Association, the Association of Assistant Librarians, the Institute of Park Administration (which has made arrangements for evening classes at the Regent Street Polytechnic, London), the Royal Sanitary Institute (which insists on attendance by all examinees at a course of lectures at an approved institution), and the Town Planning Institute (which exempts from its own final examination candidates who obtain a town-planning diploma after attending recognized courses at certain approved universities and schools).

Some associations find it difficult to secure suitable courses for their members, either on account of the nature of the subjects requiring to be studied or because their members are scattered over the country and cannot attend courses in sufficient numbers. The National Association of Bath Superintendents comes within this category. Some of the students desirous of taking the examination of this Association attend classes for instruction in special subjects, but they have to rely mostly on their practical experience. In a few cases youths are taken as apprentices and are taught all the subjects. In a few of the

larger towns classes have been formed and lectures have been given by the best of the officers. In many localities the number of candidates is so small that no class can be formed.

As regards the Incorporated Association of Clerks and Stewards of Mental Hospitals, the institution of classes by local authorities is not practicable owing to the specialized nature of the subjects of the examination and to students being scattered over wide areas. As regards the Institute of Sewage Purification, tuition is a difficult matter and attention is being given to the question of arranging correspondence courses and appointing tutors therefor. The Institute realizes that it would be well to establish collaboration with other Institutions and associations concerned with the technical side of public health work.

CHAPTER VIII

UNIVERSITY COURSES IN PUBLIC ADMINISTRATION

(1) *Intra-mural and Extra-mural Work*

The activities of the various universities can conveniently be examined under two heads: (a) *intra-mural* activities, where courses of instruction are given in the colleges forming part of the university; and (b) *extra-mural* activities, where courses of instruction are given over a wide area in institutions other than the university to students who are not so well situated financially and who would not be able to secure the benefit of university training if it were not for the missionary work of the university. These activities are sometimes termed "extension" activities—as, for instance, in London.

(A) *Intra-mural Work*

Considerable attention has been paid in the course of the past twenty years to the question of the provision by universities of courses in public administration. The National Association of Local Government Officers has borne the lion's share of the task of securing the provision of such courses and the Institute of Public Administration has consistently fostered the provision of courses of this nature. The results obtained were set out in a detailed report published in the Journal of the Institute

in January, 1933.¹ Since that date there are certain additions which should be specially noticed. An internal diploma in public administration with an evening course has been instituted at Bristol University and at Exeter (University College of the South-West of England). An internal diploma with a day course has been established at Nottingham University College. An internal diploma in public administration with day and evening courses has been set up at Armstrong College, Durham. An internal diploma and a certificate in public administration have been instituted at Oxford University, the research lecturer being Mr. G. Montagu Harris, and the lectures being given in the evenings.

The present position is summarized in *Schedule VII*.² As will be observed from this summary, the usual practice is for a university to award a degree, diploma or certificate in public administration to students who have passed the examination set after attendance at a prescribed course of lectures given by lecturers of the university, either in the day time or in the evening. Such awards are often styled internal awards. London University is an exception in that, in addition to the usual internal awards, it makes external awards of degrees and diplomas to students who sit for examinations set by the University after having studied not at courses organized by that University but at other universities or university colleges or by private study (with or without the assistance of coaching by private tutors) or by correspondence colleges.

As regards officers in the local government service who

¹ Vol. XI, pp. 20-35.

² See p. 178.

seek further qualifications by study after entry to the service, it is obvious that the internal degree or diploma will be more useful if the courses are held in the evenings and the students work within reasonable distance of the university premises; otherwise the external degree or diploma makes the stronger appeal. If only day courses are available, difficulties are likely to arise as to the officers obtaining leave of absence from their official duties in order to attend the lecture courses (or "getting time off," to use the colloquial expression prevalent in this connexion). Such leave of absence is, however, given in some cases as described in Chapter XV (2).³

Examination of the list of universities and university colleges, where courses in public administration (either of degree, diploma or certificate standard) have been instituted, reveals the existence of certain gaps. Inquiry has, therefore, been made as to the possibility of a degree or diploma in public administration being instituted if demanded by a sufficient number of students. The results of the inquiry are set out in *Schedule VIII*,⁴ and show that, generally, the universities would endeavour to meet such a demand, subject to finding the necessary finance to pay staff and other expenses of administration.

The table of examination results set out in *Schedule IX*⁵ shows, as regards several of the universities and university colleges, the number of candidates who present themselves for examination for the degree or diploma in public administration, the number who secure honours and passes, and the number who fail. These statistics

³ See p. 76.

⁴ See p. 182.

⁵ See p. 184.

reveal a very modest demand for examinations of this nature. The small number of candidates presenting themselves for examination has for several years remained practically constant at the various universities concerned.

(B) *Extra-mural Work*

Extra-mural work, or extension work as it is sometimes called, is carried on by many universities, and frequently the work is the result of co-operation with various bodies interested in the Adult Education Movement,⁶ e.g., the British Institute of Adult Education, the Workers' Educational Association, the Co-operative Movement, the Institute of Public Administration, the National Association of Local Government Officers, and various university extension associations. Grants are paid in respect of this work by the Board of Education under the Adult Education Regulations.⁷

These extra-mural courses take the following forms:—

- (1) Tutorial classes, where students meet in small classes (normally not exceeding 24 in number) under a tutor for three or four years and pursue a course of studies of university standard without, however, taking any examination for a degree or diploma at the end thereof.
- (2) Sessional classes (normally not exceeding 32 in number) where students similarly work for a session without taking any examination.
- (3) Extension lecture classes (minimum number of students 32) where students attend for lectures

⁶ See Chapter IX, p. 48.

⁷ Made under sec. 118 of the Education Act, 1921 (see S.R.O. 1938, No. 597).

followed by discussion periods, do written papers in connexion with the lectures given and, if they wish, take an examination at the end of the session, for which a certificate is awarded if they are successful.

- (4) Extension lectures (minimum number of students 75) followed by discussion periods.

Inquiry has been made as to the existence of extra-mural courses at which students can obtain tuition leading up to a degree or diploma in public administration. The results of the inquiry appear in *Schedule X⁸* and show that a certain amount of work of interest to local government officers is carried out at extra-mural university classes and there are signs (as, for instance, at Birmingham, Exeter and Liverpool) that the needs of those officers are receiving special consideration. A recent experiment in this connexion conducted in London under the University of London Extension and Tutorial Classes Council has achieved a certain amount of success and seems worthy of special description.

(2) *The London Extension Course in Public Administration*

The report of the Hadow Committee on the Qualifications, Recruitment, Training and Promotion of Local Government Officers, 1934, contained the following proposals⁹:—

“Officers should be encouraged to study the principles of public administration. Already some

⁸ See p. 186.

⁹ Par. 101 of the Report (p. 33).

authorities are assisting selected officers to obtain university degrees or diplomas in public administration and kindred subjects, and we hope that this practice will develop."

Interest in the problem of securing adequate facilities for such study developed among the staff of the London County Council, and, in April, 1935, a section of the executive committee of the London County Council Staff Association was appointed to study the problem. Two alternative proposals presented themselves: either the establishment of a small tutorial class on adult education lines or the inauguration of a series of lectures for a large class of listeners. The latter proposal was adopted. In order to fit the scheme of lectures into the London County Council system of evening institutes and at the same time to obtain a link with the work of the University of London, a university extension centre was formed at County Hall as a branch of the Council's City Literary Institute. The author of this book was appointed honorary secretary of the centre.

Since the inception of the centre, a series of courses, as described in Part I of *Schedule XI*¹ has been arranged so that students cover the ground of study necessary for the University Diploma in Public Administration. Courses extending from October to April in each session have been sanctioned in public administration, economics, economic history, social and political theory, history of local government, and English constitutional law. Each lecture lasts one hour and is followed by 40 minutes' discussion. The class consists of two groups—the

¹ See p. 188.

listeners who attend only for the hour's lectures and the students who stay for the discussion period, write fortnightly essays and sit for a written examination at the end of the course. The fee for a course is usually 7s. 6d. Smaller fees are charged if the course is a short one or if more than one course is taken in the same session.

The statistics relating to attendance and examination successes are set out in Part II of *Schedule XI*.²

(3) *The Institution of a University Extension Diploma in Public Administration*

The University of London awards diplomas of public administration to students who pass the prescribed examinations. Students may study for the diploma either internally or externally. The internal course of study is open to matriculated students and to others who have attained a satisfactory standard of education. The external student must have matriculated³ in the University of London and have been registered as preparing for an examination within the scope of the Council for External Students. The requirement of the matriculation qualification is thus more rigid in the case of external students, and it has happened that officers who have been interested in the field of study leading up to the external diploma have been debarred from registering therefor because of their lack of the matriculation qualification.

The existence of this difficulty was discussed by the Institute of Public Administration with the Civil Service Council for Further Education and, subsequently, the

² See p. 189.

³ Or have passed the University Special Entrance Examination, which is a shortened form of the matriculation examination.

Joint Universities Committee for Extension and Tutorial Classes expressed themselves in favour of reform of University regulations in order to overcome this difficulty. Further, the matter was raised by representatives of the County Hall Centre at a meeting of the London University Extension Association held on 10th April, 1937, and the following motion was carried:—

“That students, who have taken a complete University Extension Course, extending over four sessions, of lectures in Public Administration and have passed the four sessional examinations held in connexion with that course, shall be entitled to admission to an examination which shall be of the same standard as that for the Diploma in Public Administration of the University of London.”

It is understood that this is the first resolution passed by a general meeting of the Association for submission to the consideration of the Senate of the University.

There was justification for the movement in the existing regulations of the University Extension and Tutorial Classes Council providing for diplomas in the humanities, for which students can study at University Extension Courses, in various subjects, including (1) History, (2) Literature, (3) Economics and Social Science, (4) History of Art, and (5) the Literary, Historical, and Comparative Study of the Bible. For these diplomas students generally attend an approved course extending over four sessions in all and take an examination each session.

The difficulty has now been solved, so far as London is concerned, by the institution of a new diploma called the Extension Diploma in Public Administration of the

University of London. The examination for this diploma is open to candidates who, not having matriculated, have qualified for a school certificate or have obtained some other qualification recognized by the University as equivalent, or have submitted other satisfactory evidence of general education. In addition candidates must be not less than 18 years old and must have held for at least two years an approved appointment on the staff of a public office. Otherwise, the regulations for the extension diploma are similar to those for the external diploma in the same subject. There is a registration fee of one guinea payable by the 15th November in any year and an examination fee of six guineas. The examination begins on the first Monday in July in any year, and is in six subjects. It may be taken as a whole or in two parts, Part I consisting of three compulsory subjects ((1) Public Administration, Central and Local; (2) Economics, including Public Finance; (3) Social and Political Theory) and Part II of three optional subjects, chosen from two groups and at least one being selected from each group (Group A—(1) English Constitutional Law; (2) English Economic and Social History since 1760; (3) The Constitutional History of Great Britain since 1660; and Group B—(4) Statistics; (5) The History and Principles of Local Government; (6) Social Administration).

(4) *Use made by Local Government Officers of University Facilities*

In and near the large towns where the universities and university colleges are situated, use is being made to a modest degree of the facilities provided in connexion

with the universities and university colleges. There is evidently great need for closer co-operation between employing local authorities, staff associations protecting the interests of local government officers and these universities, if university facilities are to be vitalized and put to practical use. Where the local authority or the protective staff association express themselves strongly in favour of education of the university type, officers respond to the idea and avail themselves of the facilities provided. Where the authorities and associations adopt the attitude of benign non-interference, the officers are left in the dark as to what studies they should undertake and do not have their attention drawn to the possible effect the lack of adequate training may have on their future administrative careers.

Further details of the use made by local government officers of university facilities are set out in *Appendix VII*.⁴

⁴ See p. 126.

CHAPTER IX

THE ADULT EDUCATION MOVEMENT

During the course of the past half-century there has developed a strong movement, the main object of which has been to provide education up to university standard for members of the working classes whose educational development at an earlier age has not been fostered by the industrial sphere in which they have had to labour in order to earn their living. The protagonists of the Adult Education Movement are mainly the Workers' Educational Association and the Co-operative Societies and these bodies have developed their movement in conjunction with the various universities. In addition, several colleges have been instituted with the main object of providing residential university training for adults of this type who can spare the time to go into residence for a period of time (*e.g.*, two years or one year or less) in order to concentrate more effectively upon the studies they have undertaken.

The Board of Education¹ have recognized this movement which is now not confined to members of the working classes but is concerned with the liberal education of all adults of at least 18 years of age. Courses must be arranged, in respect of the duration of the several meetings and of the course as a whole, so as to offer to the students opportunity of making a continuous and progressive study. Further, courses must be con-

¹ See the *Adult Education Regulations*, 1938 (S.R.O. No. 597).

ducted, in respect of methods of instruction so as to demand individual effort on the part of students, such as class exercises or discussions, tutorial instruction, practical exercises, reading under guidance, essay writing or other forms of home work. Grants are made by the Board under section 118 of the Education Act, 1921, in respect of each course up to a maximum of three-quarters of the fee paid to the teacher.

Part-time courses for adults are thus provided under the extra-mural schemes of universities and university colleges,² and by approved associations undertaking adult education as one of their objects and full-time courses are provided at certain residential colleges, not being university colleges.

The activities of the bodies chiefly concerned with this movement are summarized below.³

University Extension Courses have been promoted by the Universities of Cambridge, Oxford, and London for the last 50 years. At Cambridge they are known as local lectures and were initiated in 1873. Oxford and London took up the work soon afterwards. These courses number several hundreds and vary in length from six to twenty-five lectures. In 1926 the *Universities Extra-mural Consultative Committee* was established to consider, especially from the point of view of administration, the many aspects of extra-mural work now undertaken by the universities, and to contribute towards the formation of a common policy. Each university and independent university college of England and Wales is

² See Chapter 8 (1) (B), p. 41.

³ See *Universities Year Book*, 1936, p. 15 (G. Bell & Sons, Ltd., published for the Universities Bureau of the British Empire, 88a Gower Street, London, W.C.1).

represented by one member, generally the chief executive officer of the extra-mural department, and certain persons are co-opted. An annual report is printed giving a tabular statement of university extension courses and other activities of university extra-mural departments.

In 1903 *The Workers' Educational Association* was founded. In 1907 relations were established with Oxford University. Since that date relations have been established with all the universities and university colleges, and there are joint committees which are composed of representatives of the university or college and the Association, and which promote preparatory classes, three-year tutorial classes, advanced classes, vacation courses, &c.

The *Adult Education Committee* was appointed by the President of the Board of Education, in April, 1921, to promote the development of liberal education for adults, and in particular to bring together national organizations concerned with the provision of adult education, so as to secure mutual help and prevent overlapping and waste of effort; to further the establishment of local voluntary organizations for the purpose and of arrangements for co-operation with local education authorities; and to advise the Board of Education upon any matters which the Board may refer to the Committee. It has been reappointed by successive Presidents. It includes representatives of all universities in England and Wales and of the principal voluntary organizations engaged in the work of adult education; also four representatives of local education authorities. Assessors are appointed by the Board of Education, the Admiralty, the Army Council and the Air Ministry. Since 1921 the Committee

has been engaged on many inquiries, the reports of which have been published.⁴

The *British Institute of Adult Education*⁵ is a central co-ordinating body on adult education, having at its headquarters an information bureau and library of adult education. Its work includes research into problems connected with the movement and investigation of new methods of progress. The Institute arranges an annual conference at which are represented local education authorities, universities, voluntary associations, and the Board of Education. The publications of the Institute include *Adult Education*—a quarterly review of adult education in England⁶ and various pamphlets.⁷

*Residential Colleges for Adult Education*⁸ and *Educational Settlements*, co-operating through the medium of the *Educational Settlements Association*, are now noteworthy features of the Adult Education Movement.

The aim of the residential colleges is to open up opportunity, especially to workers in industry, for non-vocational education in favourable circumstances for full-time study. Provision is thus made for the worker in most cases of over 20 years of age who has left the

⁴ By H.M. Stationery Office, Adastral House, Kingsway, London, W.C.2. The more recent are: No. 6—*The Drama in Adult Education* (1s.); No. 7—*Full-time Studies* (6d.); No. 8—*Natural Science in Adult Education* (6d.); No. 9—*Pioneer Work and Other Developments in Adult Education* (6d.); No. 10—*The Scope and Practice of Adult Education* (1s. 6d.); No. 11—*Adult Education and the Local Education Authority* (2s. 6d.).

⁵ Of 39 Bedford Square, London, W.C.1.

⁶ 4s. 6d. per annum.

⁷ e.g., *Life and Leisure Pamphlets*, 6d. each—(i) *The Auxiliaries of Adult Education*, (ii) *The Sociological Background of Adult Education in Rural Districts*; and *Art for the People*—the illustrated Report of the Institute's 1935 Loan Exhibition, 1s.

⁸ Pamphlet issued by the Educational Settlements Association for the Joint Committee for Residential Adult Education (Hon. Sec., William Hazelton, Mary Ward House, Tavistock Place, London, W.C.1).

elementary school at 14, or who has had at most two or three years of secondary education before becoming a wage-earner.

About 100 adult students are in residence under this scheme and the principal means of entry have been—

- (a) scholarships offered by extra-mural departments of universities;
- (b) the Cassel Scholarship awarded by the Central Joint Advisory Committee on Tutorial Classes;
- (c) scholarships awarded by the Miners' Welfare Committee; and
- (d) scholarships for adult students offered by local education authorities.

Methods of selection are decided by the awarding authority, which may take into account the recommendation of local class tutors or other competent persons, or may require a written examination or simple essay. These tests are often supplemented by personal interviews with a short list of candidates.

The courses of study pursued are of two main types. On the one hand some students follow one or other of the regular degree courses of two or three years, generally for an honours degree. This is the normal practice under the schemes at Oxford and Cambridge and involves two or three years' residence at the University, whereas at ~~other~~ other universities students can often continue to live at home. On the other hand some students attend for one year only in pursuance of a special course of study. The ordinary matriculation or entrance examination has frequently proved to be a barrier to adult students. There is now, however, in most universities either a "mature

matriculation" examination or an arrangement whereby suitable students can be exempted from an entrance examination.

A list of residential colleges of the nature described above, together with the subjects of study, is contained in *Schedule XII*.⁹

The London County Council award senior exhibitions of a maximum value of £50 each per annum tenable at these colleges. Candidates must be ordinarily resident in the administrative county of London, have been accepted by the college to which it is desired to proceed, and have obtained another award tenable at the college sufficient, with the Council's award, to enable the course to be undertaken. The final date of application for these exhibitions is 1st May in any year.

The protagonists of this movement have taken a wide view both as to the facilities which it is desirable to provide and as to the type of person who is likely to profit thereby. It thus happens that classes have been provided in political economy, history, biology, economics, sociology, psychology, and international affairs, and local government officers in many areas have been admitted to these classes. It is one of the principles of the movement that all knowledge should be pooled for the common good and it has been considered that discussions, which take place between the ordinary citizen on the one hand engaged in trade or commerce and the administrator on the other hand engaged in local government and social work, invariably lead to the benefit of all.

The value of such classes to local government officers

⁹ See p. 191.

depends very often on the enthusiasm fostered by one or two pioneers in a particular locality and, where this enthusiasm has been engendered, local government officers have undoubtedly profited by the classes, which are flexible and can be easily expanded in scope from lower to intermediate and thence to the highest standards, if the demand arises.

Details of the use made by local government officers of these classes are set out in *Appendix VIII*.¹

¹ See p. 128.

CHAPTER X

CORRESPONDENCE COURSES

Many local government officers resort to correspondence courses. This may be because they cannot attend classes of instruction held at inconvenient distances or times, or because they prefer that method of study. Many specialized courses are available, especially those in preparation for professional examinations such as accountancy, surveying, public assistance, librarianship, &c. A list of institutions providing such courses is contained in *Schedule XIII*.¹

These courses are used a good deal even in London and extensively in the counties, county and non-county boroughs, and urban districts.

The National Association of Local Government Officers has announced the policy of securing recognition of the status of local government officers as members of a profession of high standard who possess recognized qualifications peculiar to their work. In pursuance of that policy the Association has set up a Correspondence Institute and courses of study have been organized for most of the examinations taken by local government officers. The fees are designedly low in order to be within the reach of junior officers. The Institute has enlisted as its tutors a number of men prominent in their respective branches of the service as well as some of the leading university teachers.

¹ See p. 192.

The Association has provided a lending library containing the books required in connexion with most of the professional, technical, or vocational examinations taken by local government officers. Loans are granted at $2\frac{1}{2}$ per cent. interest to its members to cover the expenses involved in preparing for approved examinations. A prospectus is issued containing full details of all correspondence courses given. Courses are thus available for the following examinations:—

- (1) The intermediate and final examinations of the Association itself for the certificate in local government.
- (2) The examination for the external Diploma in Public Administration of the University of London.
- (3) The intermediate and final examinations of the Incorporated Association of Rating and Valuation Officers.
- (4) The examinations of the Poor Law Examinations Board for:
 - (a) Relieving Officers,
 - (b) Institution Officers, and
 - (c) Clerical Assistants.
- (5) The intermediate and final examinations for the Testamur of the Institution of Municipal and County Engineers.
- (6) The Board of Trade examinations for Inspectors of Weights and Measures and of Gas Meters.
- (7) The examinations of the Royal Sanitary Institute for:
 - (a) Sanitary Inspectors,

- (b) Inspectors of Meat and other Foods,
 - (c) Sanitary Science as applied to Buildings and Public Works (suitable for sanitary engineers, architects, surveyors, foremen of works and buildings),
 - (d) Food Hygiene (qualifying for the Associateship of the Institute).
- (8) The intermediate and final examinations of the Chartered Institute of Secretaries and some subjects in the general examination of the Corporation of Certified Secretaries.
- (9) The Senior Certificate of the College of Preceptors (accepted as a preliminary certificate by the National Association of Local Government Officers, the Chartered Institute of Secretaries, the Institute of Municipal Treasurers and Accountants, the Institute of Municipal and County Engineers, the Royal Sanitary Institute and Sanitary Inspectors' Examination Joint Board, and the Incorporated Association of Rating and Valuation Officers).
- (10) Matriculation and the various preliminary examinations of professional and technical associations.

The fees charged by the Association to its own members are about one-sixth lower than those charged to non-members. A table of the fees charged to non-members is set out in *Schedule XIV*.²

² See p. 194.

CHAPTER XI

SUMMER AND WEEK-END SCHOOLS

The holding of summer and week-end schools is a fairly modern development which has appeared particularly in regard to adult education, and has made its appeal to some extent to local government officers. The annual conference, held most frequently in the summer or spring although occasionally in winter, has long been a feature of the activities of most professional associations. These associations in the present century have made a bid for increased membership, and one of the outstanding points in their propaganda has been a strong educational campaign intended to attract the junior, to equip him for service in the association, and to secure for him a higher professional status.

The National Association of Local Government Officers organized its first summer school in 1930. The schools are held alternately at Oxford and Cambridge at one of the university colleges. The session lasts about a week. Lectures are given by prominent persons, either university teachers or men of high administrative status. Discussion invariably follows the lectures, and debates on matters of particular current interest take place. There is a well-organized social and recreative side to the school, the members taking part in various games, dances, and excursions to places of interest. The students are drawn from all types and different departments of local authorities. The experience of both the junior and

senior officer is pooled to their mutual advantage. The aim is to bring about a keener appreciation of the modern trends in public administration and to open up new avenues of thought.

In 1936 three summer schools were organized by the Association. One was at Selwyn College, Cambridge, and another at Aberystwyth University College, as it had been found that owing to the large number of students (about 100) usually attending, there was difficulty in managing the lectures and discussions and making convenient social arrangements. The third school (being the sixth of the series for Scotland) was held at St. Andrews University.

In 1937 the Association held a school at Lincoln College, Oxford, the subject of study being "The Theory and Practice of Planning in Local Government," and also ventured on a more ambitious project—a summer school at the Collège Franco-Britannique, Cité Universitaire, Paris, for the study of French Public Administration on the spot. Some 40 to 50 students were in attendance. A school was also held at St. Andrews University in this year.

In 1938 the Association held three summer schools, one at the University College of North Wales, Bangor, the subjects of study being "The History of Local Government, the Central and the Local Authorities and Public Relations"; one at Berlin University on "Local Government Administration in Germany"; and one at St. Andrews University, the subjects being "The Relationship between Local Government and Industry" and "The Evolution of Scottish Local Government."

Officers are frequently encouraged to attend the

summer schools of the Association by employing councils who grant them leave of absence with pay, or by their local staff associations (including the local branch of the Association) who make them a grant to cover expenses. In fact, about 50 per cent. of the students attending the summer schools of the Association are aided by grants made by branches or district committees of the Association.

It is the practice of the Women Public Health Officers' Association to hold a winter school at Bedford College, London, and health visitors are sometimes sent to the school by employing councils.

The Library Association holds an annual summer school at Birmingham in co-operation with the University of that town. The school lasts a fortnight, and a large part of the examination syllabus is dealt with during that time. The Association also holds a bi-annual autumn school in Edinburgh or Glasgow.

The Town Planning Institute holds an annual autumn week-end meeting and an annual summer school lasting one week.

The Association of Superintendents of School Attendance Departments holds annual week-end courses of lectures usually at a University College.

The Library Association holds week-end schools and employing councils often grant to officers who are librarians leave of absence to attend.

Week-end schools are organized occasionally by various area education committees of the National Association of Local Government Officers.

Summer schools and week-end schools are held in various parts of the country under the auspices of the

Workers' Educational Association. Similar schools are a feature of the work of the Co-operative Associations. In particular those Associations organize a summer school at Geneva in conjunction with the International Labour Office.

The various universities also organize summer schools and these attract students from various sources, some of whom are local government officers. The London School of Economics and Political Science holds schools of this nature, prominence being given to subjects dealing with economics and political science including local government and social science. The University of Oxford Delegacy for Extra-mural Studies holds summer schools, a considerable place being given to social and economic theories and new developments in political science. Certain scholarships are awarded by the Delegacy on the results of an essay competition to enable successful competitors to attend the school.

Details of typical activities in various parts of the country as regards attendance at summer and week-end schools are given in *Appendix IX*.¹

¹ See p. 130.

CHAPTER XII

DEPARTMENTAL AND OTHER LECTURES AND DISCUSSION GROUPS

The use of the lecture given by competent officers in the various departments of the local authorities as a means of training new entrants and of stimulating the interest of older officers by "refresher" talks on important subjects of current interest is not at all widespread, but there are signs that value is being placed on this means of imparting knowledge to local government officers. Where the staff is small numerically, there are obvious difficulties in the way of providing a coherent series of such lectures, but local authorities could in many instances combine for the purpose of providing such lectures if they were keen on developing post-entry training for their respective staffs.

The value of the departmental lecture as a mental stimulant seems almost incontrovertible, provided that the lecturer chosen brings a moderate amount of enthusiasm to the talk. Senior officers who have specialized knowledge of certain parts of the work of administration accumulate over a number of years a wealth of information on their particular subject and there is a tendency for them to become absorbed in their own study of the subject and to "bottle-up" the knowledge they undoubtedly possess. It would be of advantage to junior officers to have the bottle uncorked occasionally in order to obtain a taste of its contents, and

the senior officers themselves would be all the better for the mental "shake-up" preliminary to the delivery of the lecture.

Some lectures of this nature have been given in connexion with the professional study of accountancy and librarianship and, where the formal departmental lecture has not been given, discussion classes have been formed mainly for the benefit of students training for a professional qualification. In some cases, *e.g.*, at Leeds, departments have arranged for special lectures to be given, but no sort of regular course has been attempted.

The special lecture on a topical subject has been a feature of the facilities provided by the branches of the Institute of Public Administration and of the National Association of Local Government Officers. These are not departmental lectures as described above, but particulars of the lectures are frequently circulated in the departments of local authorities appropriately situated as regards the place where the lecture is to be given and many local government officers do attend. Where possible, time is allocated for general discussion at the close of the lecture, and the lecturer answers criticisms and explains doubtful points.

It is reported from Woking that the clerk gives occasional lectures on new legislation and that these are attended by members and staff of the urban district council. Memoranda on important points which have arisen upon subjects connected with local government are also issued by the clerk and circulated to his staff. At Kingston-upon-Hull junior officers in the city treasurer's department attend weekly lectures given by

senior officers on the work for which the latter are particularly responsible.

Organized courses of lectures are arranged by the Group for Research in Administration and Sociology formed by the Manchester Municipal Officers' Guild. At Edinburgh, after-luncheon lectures and special evening lectures are organized by the local group of the Institute of Public Administration, and evening lectures are organized by the local branch of the National Association of Local Government Officers. Effort is made to have a common theme running through these lectures, for instance, one series deals with a survey of the life and work of the city, another with the development of the municipal services, and a third with the public utilities which operate there.¹

Several of the departments of the London County Council have recently arranged for organized series of departmental lectures to be given, and there is every indication that such lectures will form a permanent part in that Council's scheme of post-entry training. The lectures have secured in every instance a large attendance of officers not only from the department particularly concerned with the subject discussed but also from other departments. Some officers have thus attended the lectures to widen their general knowledge of the activities of the Council, some to supplement their knowledge of a special service with particulars as to how it is being developed in another department, and some to obtain a general idea of the treatment of a particular subject-matter in the various departments responsible for its

¹ See *Studies in the Development of Edinburgh*, Series I to III, published by the Edinburgh Regional Group of the Institute of Public Administration.

administration. These lectures frequently attract quite a large audience—as many as 200 officers have attended on some occasions. A list of some of these departmental lectures is set out in Part I of *Schedule XV*.²

Sometimes, instead of departmental lectures, a series of public lectures is given in connexion with the public library service. An example of such a series of lectures given at Woolwich in the winter of 1936 is set out in Part II of *Schedule XV*.³

Sometimes again, instead of the formal lecture, whether departmental or public, a discussion circle has been instituted. This form is especially useful where younger officers, whether studying for a professional qualification or for a general examination in public administration, desire to meet together for the exchange of ideas on subjects of particular interest.

The proceedings in the discussion circle are much less formal. The more diffident officer is encouraged to state his views and helped to formulate his queries, and any officer who has decided views on a particular matter is enabled to express his opinions and hear them criticized freely from many different aspects.

The discussion circle is a method of study much in favour with professional associations. The Law Society, at their annual meeting in 1937,⁴ resolved to hold monthly meetings at the hall of the society for the purpose of discussing subjects of professional importance. The Corporation of Accountants have made arrangements whereby members of the Council visit district

² See p. 195.

³ See p. 197.

⁴ *The Times*, 10th July, 1937.

societies in order to discuss problems of current interest. Local branches of the Institute of Costs and Works Accountants hold chamber meetings at which lectures are given and papers read and discussed. Study groups are a feature of the Institute of Municipal Treasurers and Accountants. As regards the Auctioneers' and Estate Agents' Institute, there are periodical conferences between the Council and the branches and between agricultural practitioners. As regards the Society of Auctioneers and Landed Property Agents, periodical meetings of members, senior and junior, are held at various centres throughout the country. The Institution of Municipal and County Engineers hold some 60 local meetings yearly, including special meetings for junior members. The Society of Women Housing Estate Managers hold occasional regional conferences as well as an annual provincial conference. Sections and branches of the Library Association hold conferences and meetings, some at week-ends. As regards the Sanitary Inspectors' Association, frequent branch meetings and study circles for refresher work are organized. The Association of Rating and Valuation Officers organize branch meetings. The branches of the Institute of Sewage Purification hold several meetings during the winter, while in the summer they organize visits to sewage works. There are some 30 branches of the Chartered Surveyors' Institution which hold various meetings throughout the year. The Town Planning Institute also holds during the year various meetings at which papers are discussed.

A discussion circle has recently been instituted at the County Hall, London, by members of the staff of the London County Council who are members of the Insti-

tute of Public Administration. The method adopted has been for one speaker to introduce the subject in a speech lasting about half an hour and for general discussion to follow on the points raised in that speech. The services of a good chairman have usually been obtained and, if time permits, he has an opportunity of summing up and criticizing the views expressed. Further formalities such as votes of thanks are avoided. The number of officers in attendance at these circles varies from 20 to 30. Larger numbers are not encouraged as the idea is to keep the debate in manageable limits and to make it intense, though varied, within those limits.

Details of the subjects discussed by the County Hall Circle are set out in Part III of *Schedule XV*.⁵

⁵ See p. 197.

CHAPTER XIII

THE LADDER TO THE UNIVERSITIES

With the advance of education in the present century, it has become customary to envisage courses of study in any particular subject as advancing in scope and degree from elementary standard to a higher standard and thence to what is often known as university standard. An attempt has been made in connexion with the present research to ascertain how far existing facilities for training local government officers provide courses of study increasing in standard from the elementary to the higher and thence to the university standard.

• Generally speaking, the junior officer, if he is competent and exceptionally keen, can follow a course of study leading to a university degree. Here and there a few scholarships are available for that purpose, and occasionally encouragement to pursue such a course is given by local authorities or their senior officers. But, in the main, the junior officer is left to make his own way towards the goal and frequently meets with indifference as to his ultimate aims. Under the general educational system, scholarships are available enabling an elementary school child to proceed to a secondary school and thence to a university. For a junior officer who has left the elementary or secondary school, the possibilities of securing a university scholarship are very mediocre, but he may obtain such a scholarship under a university extension scheme. Failing that, he can attend classes at an

evening institute or technical or commercial institution which may help him on the way, or take a correspondence course in preparation for an external degree.

As explained above¹, classes are available in evening institutes and in technical and commercial schools and colleges for officers who wish to secure professional and technical qualifications, but there is a lack of classes at those institutions in public administration. Generally it may be stated that the facilities are graduated in accordance with the examination requirements of the various professional institutes, and, in the absence of any urge from the Institute of Public Administration towards the institution of classes in public administration, classes in that subject are rare. Some attempt has, however, been made at co-ordinating facilities with a view to ultimate attainment of university standard. In particular, at Liverpool it is possible for an officer to proceed through the junior and senior evening institutes to the School of Commerce and Technical College and thence to the University course in public administration. Similar facilities are also available at Manchester. In some cases, as at Southampton, scholarships are awarded to evening institute students enabling them to proceed to the University College.

Many students rely on correspondence courses in preparation for advanced studies. These courses are provided by various coaching institutions at a more or less reasonable fee and some are quite efficient and give general satisfaction. An officer will sometimes, by means of correspondence courses, prepare for the examination

¹ In Chap. VII, p. 34.

of the National Association of Local Government Officers for the certificate in local government and, thereafter, for the examination for the University external diploma in public administration. At Woking, where there is an active movement towards post-entry training, the number of officers taking courses by correspondence in a particular year was reported as follows: Final LL.B., 2; Intermediate LL.B., 1; B.Sc. Estate Management, 1; Testamur of the Institute of Municipal and County Engineers, 2; associate membership of the Town Planning Institute, 2; Chartered Surveyors' Institution, 2.

CHAPTER XIV

ASSESSMENT OF THE VALUE OF SCHEMES OF POST-ENTRY TRAINING

From a careful survey of the replies submitted by the various types of local authorities consulted, it is evident that there is no absolute method of assessing the value of schemes of post-entry training. Some of the replies indicate that officers are not prepared to attempt such an assessment; others refrain from attempting assessment because of the lack of definite statistical details on the subject. The majority feel convinced that post-entry training schemes promote efficiency and enable officers to render better service to the employing authorities and, although not able to quote statistics in support of their opinion, stress the fact that officers who have secured qualifications by such training obtain promotion more readily than officers not so trained. The general view is that post-entry training gives an officer a better understanding of the aims and scope of local government and the importance of particular duties relative to the machinery of local government. More dependence can be laid on the trained officer and he usually carries out his duties more expeditiously and with less supervision than the untrained officer. The trained officer has a broad outlook and is in a position to deal more effectively with new problems. It is generally recognized as indisputable that the trained mind is superior to the untrained mind and that, therefore, an officer with a knowledge

of the general principles of public administration is better qualified for his daily task.

In many cases reference is made to the importance of technical qualifications, and to the fact that the standard of attainment is invariably tested by examination. At the same time, it is pointed out that not every officer who obtains a professional or academic qualification is able to apply his knowledge to his practical work.

Some authorities recognize the stimulus of training schemes in a practical way by restricting promotion above a certain salary limit to officers who have passed appropriate examinations. Thus, at Exeter, junior officers are required to pass such examinations in order to qualify for promotion to posts carrying a salary in excess of £180 a year. At Wolverhampton, the possession of an approved final certificate is essential for promotion to some of the higher posts.

It would seem to be without dispute that the policy of local authorities in the past has been to pay considerable attention to the personality of the candidate for a particular post, and to the actual work upon which he has been engaged. At the present day, when there is greater competition for the higher posts, the practical value of training is beginning to emerge.

In some cases it is observed that the effect of lack of training is that an officer in one department of a municipal authority has no up-to-date knowledge of the work of the other departments of that authority. Attention is also drawn to a difficulty which emerges by reason of the fact that the older type of officer in an executive position often seems to mistrust the trained younger

officer. Owing to the ideological hostility which exists between the two classes of officer, it is felt that the older officers frequently do not set a proper assessment upon the training undergone by their younger colleagues.

CHAPTER XV

ENCOURAGEMENT OF TRAINING

(1) *Award of Scholarships, Exhibitions, or Prizes*

Local education authorities offer certain major, intermediate, and minor scholarships, but these are generally in the nature of pre-entry training awards and are only open to local government officers in competition with all other classes of student. It is, however, possible, though rare, for such an officer to obtain a scholarship from a junior to a senior evening institute, thence to a technical college or school of commerce and from there to a university. He may also compete with the other classes of student for various general awards financed by private bequests and grants.

At Liverpool, the corporation pays half the fees of some twenty officers annually for the course at Liverpool University for the diploma in public administration, and some of the employing committees of that corporation pay the evening school fees of their officers. At Rotherham, the corporation pays the training fees of students who are under 21 years of age. At Dagenham, minor prizes are awarded by the corporation and, in cases of special merit, the fees for study are remitted.

The Birmingham Regional Group of the Institute of Public Administration awards an annual prize of two guineas to the student of the commercial college with the best record in the course for Part I of the London University diploma in public administration.

The* National Association of Local Government Officers award annually 14 scholarships of the value of £30 each and available for preparation for a degree or a diploma in public administration of a British university or university college. Each candidate for one of these awards is required to submit a thesis not exceeding 2000 words on an approved subject related to public administration, including local government. Candidates must have passed an approved professional, technical, or vocational examination appropriate to the local government service, and must have been members of the Association for two years prior to the date for the submission of the thesis.

Many of the branches of the National Association of Local Government Officers award grants to enable students to attend the summer schools of the Association. *e.g.*, the Lancashire County branch of the Association offers annually, on the results of essays submitted on an appropriate subject of local government, a free scholarship for that purpose.

Some local authorities, *e.g.*, the Lancashire County Council, award similar scholarships for the same purpose.

Most of the professional and technical associations who hold examinations offer various medals and prizes as an encouragement to students, and some offer scholarships for further study. Details of these awards are set out in *Schedule XVI*.¹ The usual practice is to award gold or silver medals to candidates who take the highest places in examinations, and money grants ranging from one to ten guineas.

¹ See p. 198.

(2) *Allowance of "Time-off" to attend Lectures and Examinations*

The practice with regard to releasing officers from their official duties in order to enable them to attend lectures varies considerably throughout the country. Some authorities are extremely sympathetic and grant time-off for such a purpose very generously, others grant time-off after careful consideration of the merits of the cases. Some authorities grant time off for study, but expect it to be made good by the officer concerned. Others allow time-off for attendance at examinations, but not for attendance at lectures. Many authorities do not allow time-off, either for lectures or examinations.

The grant of facilities of this nature is obviously less a problem to the larger employing authorities than to the smaller bodies, but many of the latter have been quite sympathetic when dealing with requests for such facilities.

Details of the action taken by the various authorities are set out in *Appendix X*.²

(3) *Awards of Money Grants or Increments of Pay to Officers who pass Approved Examinations*

Although the practice is by no means universal, a very large number of local authorities throughout the country encourage their officers who pass approved examinations by awarding them money grants varying from £5 to £30, or special increments of pay, or by paying their examination fees. The widespread nature of these awards indicates without a doubt the value which

² See p. 132.

local authorities place on approved post-entry training of this character.

The London County Council, in contrast to the other London local authorities, does not make any awards of this nature. When it is considered that this authority recruits a very large staff on an established basis at ages from 16 to 23 years and that the number of officers who transfer to other authorities is exceedingly small, it seems anomalous that no such awards are made.

A very frequent practice as regards money grants is for an authority to pay an officer £10 when he passes an approved intermediate examination, and £20 when he passes a final examination. An alternative form of award frequently noticed is the grant of a salary increment of £10 a year for an intermediate examination and £20 a year for a final. The list of approved examinations usually contains anything up to 30 different examinations including university diploma and degree examinations, examinations for barristers and solicitors, and the examinations of the appropriate technical associations in engineering, accountancy, public health, librarianship, &c. A typical list of these examinations is that approved by the Hackney Metropolitan Borough Council as set out in *Schedule XVII*.³

Attention has been paid for some years past to this recognition by local authorities of the value of post-entry training. It was specially remarked in the statement of evidence submitted to the Royal Commission on the Civil Service, 1929-30, by the Civil Service University and Professional Association who prepared a detailed list of

³ See p. 200.

typical examples of awards by various local authorities to officers obtaining degrees or professional qualifications. A more detailed list drawn up by the National Association of Local Government Officers in 1937 shows 207 different local authorities as making such awards, viz.:—

County Councils	-	-	-	-	-	21
Metropolitan Borough Councils	-	-				11
County Borough Councils	-	-	-			64
Borough Councils	-	-	-	-	-	65
Urban District Councils	-	-	-	-		37
Rural District Councils	-	-	-	-		3
Scottish Burgh Councils and County Councils	-	-	-	-	-	6

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Details of the award of grants of this nature are contained in *Appendix XI*.⁴

(4) *Taking into Account, when making Promotions, of Qualifications obtained or Courses attended after Entry into the Service*

There is overwhelming evidence that local authorities, when promoting officers to higher posts in their service, do take into account the qualifications obtained after entry into the service, and also that, in a large number of cases, weight is given to the fact that applicants have, after entry into the service, attended special courses of instruction on subjects with which they have been concerned in the course of their administrative or professional work.

As regards the London County Council, the General

⁴ See p. 135.

Purposes Committee reported to the Council on 12th March, 1935, that a number of young officers both in the technical and the administrative grades undertake special studies to improve their qualifications and general intellectual equipment. In the technical grades such study is often essential; in the administrative grades it is valuable, and, other things being equal, it is properly considered in connexion with promotions. The committee also placed on record its recognition of the valuable work done from this point of view by the Institute of Public Administration. As regards promotion to positions carrying salaries up to £900 a year, the principle operating is selection on merit by heads of departments, subject to approval by the appropriate committee, and there are signs that regard is paid by heads of departments to academic and professional attainments, though not to the exclusion of all other considerations. Where the senior administrative positions are concerned, the vacancies are advertised, usually within the Council's service and rarely to the public. Where a public advertisement is issued, officers on the Council's staff are not precluded from applying and, it is contended, that the applications from such officers are carefully and sympathetically considered, though the Council reserves to itself in the last resort complete freedom in making appointments, its aim being to secure, in the public interest, the candidate best qualified to fulfil the duties of the position advertised.

In the case of these senior administrative positions, whether advertised within the Council's service or more widely, the selection is made by a committee, advised by chief officers of departments, and it is obvious that

officers can put forward in support of their applications full details of the academic and professional qualifications that they possess.

As regards the metropolitan borough councils, there is ample evidence that, in the selection of officers for promotion, regard is paid to the qualifications obtained by applicants. In some cases, it is a condition that officers in junior grades should pass approved examinations before being promoted above a certain point in the salary scale. In several cases the promotion of library assistants depends upon their having passed the examinations of the Library Association. In some cases regard is paid to special courses attended by health visitors.

In the counties the qualifications obtained by officers usually count when promotions are made. Special courses are in some cases perhaps slightly less recognized.

In the county boroughs and the boroughs, qualifications and special courses generally carry weight when promotions are decided, and in some cases promotion is entirely dependent upon the possession of certain qualifications.

In the urban districts the practice varies a little. Generally, qualifications are a factor in promotion. In some instances promotion depends on the passing of the intermediate or final stage of an approved examination. It is, of course, recognized that mere qualifications without practical experience and personality are often of small value, but councils are usually sympathetic to the advancement of officers who have trained themselves for higher posts. The practice of promoting by seniority is, however, fairly widespread and, with some of the smaller authorities, there is hesitation in promoting a junior

officer over a senior one even though the junior be better qualified. In such cases a compromise is sometimes effected by the authority appointing an officer from another authority.

The experience of the branches of the Institute of Public Administration and of the National Association of Local Government Officers is that, generally speaking, qualifications and training are taken into account when promotions are made. Where there is a grading scheme, promotion is often dependent on merit rather than seniority and in some cases certain qualifications are essential for promotion. Promotion often rests with the heads of the departments of a local authority and the possession of qualifications above the minimum specified in the grading scheme of the authority is undoubtedly an important factor in determining merit.

As regards the professional and technical associations, their experience endorses fully the views expressed above. It is general knowledge that local authorities make money grants to employees who pass the intermediate and final examination of approved professional and technical associations, that many local authorities stipulate in advertising vacancies for the possession of the appropriate professional or technical qualification, that some local authorities bar promotion unless officers produce a suitable qualification, and that other local authorities consult the appropriate association before filling certain posts. A list of the views of various associations on these points is contained in *Appendix XII*.⁵

⁵ See p. 138.

CHAPTER XVI

CO-ORDINATION OF POST-ENTRY TRAINING

An important question raised by the present research is whether the time is ripe for the co-ordination of post-entry training, either on a local or a national basis, and it appears that many differing views are held upon this question. The general trend of view seems to show a majority in favour of such co-ordination upon a local basis, by means of area or regional committees, and there is a substantial but by no means universal opinion in favour of such co-ordination upon a national basis.

As regards the London County Council, the Council and the staff association of officers are at present engaged on developing a scheme of departmental post-entry training, but this appears to have been undertaken in view of the particular needs of the Council's staff and without regard to any system of regional development in the country generally.

(1) Establishment of a Central Advisory Committee

(A) Local Authority View.

So far as co-ordination of post-entry training on a national basis is concerned, the London County Council have been among the prime movers in an effort to set up a central advisory committee on the lines suggested by the Departmental Committee on Local Government Officers in 1934.¹ The Departmental Committee stated

¹ Recommendation 25 on p. 53 of the Report.

that the principal need of the service was a standing body charged with the supervision of all questions affecting officers, and suggested that the associations of local authorities and the London County Council should combine to appoint a standing committee for that purpose. Following that suggestion, the Minister of Health set up an exploratory committee consisting of representatives of associations of local authorities, the London County Council and the Government departments concerned.

The exploratory committee suggested that a central advisory committee should be appointed to consider general issues relating to the recruitment, qualifications, training, promotion, and grading of local government officers, and to advise local authorities thereon. It was proposed that the Advisory Committee should be constituted of four representatives of each of the associations of municipal corporations, county councils, urban district councils, and rural district councils, two representatives appointed by the London County Council, and two by the Metropolitan Boroughs' Standing Joint Committee. The Minister of Health was to nominate an independent chairman and to appoint a secretary. The expenses of the committee were to be pooled on a basis to be prescribed by the Minister, London to bear one-fifth of the whole, shared between the County Council and the Metropolitan Boroughs' Standing Joint Committee.²

These proposals have been accepted by the London County Council, by the Associations of County Councils, Non-County Borough Councils, Urban District and Rural

² *Municipal Journal*, 23rd July, 1937, p. 1505.

District Councils, and by the Metropolitan Boroughs' Standing Joint Committee, but the Council of the Association of Municipal Corporations have decided not to participate in the scheme. Sir Kingsley Wood, then Minister of Health, in answering a question on the subject in the House of Commons,³ expressed his regret that the latter Association had not seen their way to participate in the scheme, but intimated that he saw no reason why the scheme should not go on.

The Central Advisory Committee has thus been launched, though not under the best possible auspices, under the chairmanship of Lord Phillimore with the assistance of three assessors appointed respectively by the Minister of Health, the Board of Education, and the Civil Service Commission.⁴ It will be the task of that committee to persuade local authorities to give full recognition to the results of any scheme of post-entry training that may be recommended, in so far as those results affect the appointment and promotion of officers and the salaries which they may expect to command. One great advantage of the existence of a central advisory committee is the opportunity of pooling the ideas of any area or regional committees that may be established with a view to making qualifications obtained in one area more readily acceptable by authorities in other areas, thus providing greater facilities for the transfer of officers between authorities. The central committee should lead to greater uniformity of standards of training through-

³ *Parliamentary Debates, House of Commons*, 29th July, 1937, cols. 3325-6.

⁴ *The Times*, 23rd June, 1938. The Committee have issued a questionnaire in order to ascertain the practice of local authorities in appointing to the local government service new entrants under 25 years of age.

out the country and make the municipal service a more complete entity, thus rendering post-entry training more effective and at the same time more attractive. The central committee would also be able to study the problems of the adequacy of the present system of training professional and technical officers and the need for systematic training of officers engaged on administrative work.

Fuller details of the views of local authorities on this question are set out in Part I of *Appendix XIII*.⁵

(B) *Professional Association View.*

Most of the professional and technical associations, some more than others, would be willing to co-operate in a scheme for the co-ordination of post-entry training of local government officers on a national basis by means of a central advisory committee. It is felt that such a scheme would tend to raise the status and improve the educational qualifications of local government officers, and would, by leading the way to an easier interchange of staff, induce efficiency and ensure promotion for the right persons.

Several of the associations have intimated that they would be prepared to give favourable consideration to any scheme which might be proposed, but that they would need to have further information as to the details of such a scheme before they could commit themselves to any definite action.

A co-ordinated system of post-entry training in the principles of public administration would, in some

⁵ See p. 142.

instances, be likely to attract support even from highly specialized associations.

Difficulties might, however, arise in relation to such associations as are particularly concerned to improve the training of their own members as specialists.

Fuller details of the views of technical and professional associations are set out in Part II of *Appendix XIII*.⁶

(2) *Establishment of Regional Committees*

(A) *Local Authority View.*

There is a general balance of opinion in favour of the establishment of regional committees to co-ordinate post-entry training in the regions concerned. It is even suggested that, whether the central advisory committee is successfully established or not, these regional committees should function in order to consider general co-ordination of such training. Some regional co-ordination has in fact already been achieved owing to the collaboration in particular regions of the area education committees of the National Association of Local Government Officers, the local group of the Institute of Public Administration and the University authorities.

The suggestion is also made that co-ordination might be effected by utilizing the Whitley Council system, which has done a certain amount of good work in connexion with the classification and grading of salaries of local government officers in various parts of the country.

It will be remembered, however, that for some years past not more than three provincial councils have functioned, although more recently five additional similar

⁶ See p. 144.

bodies have been formed. It appears that there is now a possibility of establishing a chain of such councils covering the whole country. For several years there existed a National Committee known as the Standing Conference of Joint Councils for Local Authorities' Administrative, Technical and Clerical Services, the main functions of which were to co-ordinate the work of the provincial councils and produce, as far as possible, uniformity of action in matters of major importance. This committee has been reconstituted as the National Joint Council for Local Authorities' Administrative, Technical, and Clerical Services.⁷ The present position with regard to the establishment of Whitley Councils is set out in *Schedule XVIII*.⁸

If this system of Whitley Councils were made complete, and if the Councils, when constituted, were to develop a vigorous policy on broad lines, there is much to be said for the utilization of this machinery for the purpose of co-ordinating post-entry training. The experience in the past has been that these councils, where they have functioned, have taken a somewhat limited view of their responsibilities, and they would need to be considerably revitalized if they are to undertake constructive work of national importance in public administration.⁹

Details of the views of local authorities on this question are set out in Part I of *Appendix XIV*.¹

⁷ *Municipal Journal*, 28th May, 1937, p. 1061.

⁸ See p. 202.

⁹ Some good and necessary work has been done and the Whitley Councils should be given due credit therefor (see the Report entitled *Fifteen Years of Progress*, published by the Lancashire and Cheshire Provincial Council for the Professional, Technical, Administrative, and Clerical Services of Local Authorities; 2nd edition, 6th November, 1935). See also N.A.L.G.O. Annual Report for 1936, pp. 38-47.

¹ See p. 146.

(B) Professional Association View.

As in the case of the proposed establishment of a central advisory committee, most of the professional and technical associations would be willing to co-operate in a scheme for the co-ordination of post-entry training of local government officers on a local basis by means of regional committees. Similar difficulties would, however, arise in the case of highly specialized associations who are particularly concerned with the improvement of the training of their own members as specialists.

(3) Training of Education Officers

One point which has emerged in making the present survey is the fact that although there is in force in Newcastle a well-thought-out scheme for the post-entry training of education officers, there are no signs of any such scheme being brought into force by the London County Council. This seems to be a matter which requires further consideration since it is well known that promotion to the higher posts of directors and secretaries for education throughout the country is dependent upon the possession of teaching experience as well as that of administration. The London County Council recruits officers to the major establishment of the education department between the ages of 18 and 24, and, no matter what their capacity in administration may be, there is no means by which they can obtain the necessary teaching experience to qualify for posts outside the county of London.

Under the Newcastle scheme, there are two main methods of entry and training:

(1) A boy enters the service of the Education Committee as a junior clerk at the age of 16. The school leaving certificate is essential, and almost invariably this certificate must be of matriculation standard. The junior is given clearly to understand that promotion through the education service depends upon the progress he makes towards obtaining a university degree, in addition, of course, to his general efficiency in administrative duties. The junior clerk accordingly begins to work for an external degree of London University, usually either in arts or science, and every encouragement is given to him by the Committee and its administrative staff. It usually happens that courses can be obtained locally, at least up to intermediate standard, and, if this is the case, the junior clerk is given a free scholarship to cover his fees. When successful, the candidate obtains a special salary increment and is usually given either a monetary grant towards his examination expenses or, in the case of success at the final degree examination, his academic robes. Officers recruited and trained in this way can and do rise to the highest posts in their office, and some of them have obtained appointments as chief education officers to other authorities.

(2) During recent years, it has been the practice of the Education Committee to appoint, as senior grade assistants, graduates who have completed a full-time university course, and have had at least three years' teaching experience. Previous administrative experience is by no means essential in these cases although it is naturally a recommendation.

Several men recruited and trained in this way have left to become very successful chief education officers to other authorities.

At a Joint Conference² held between representatives of the County Councils Association, the Association of Municipal Corporations, and the Association of Education Committees on 6th November, 1936, for the purpose of discussing the question of the appointment and status of chief education officers, the following conclusions for submission to the respective Associations were reached, it being understood that conclusion (ii) might require amplification in the light of such further observations as were submitted by the Association of Directors and Secretaries for Education:—

(i) That, as regards the qualifications of chief education officers, administrative ability and experience are essential, while technical knowledge, such as can best be acquired by actual teaching experience in some type or types of school, is very desirable. Such officers should, of course, have received a sound general education, and the possession of a good university degree is most expedient.

(ii) That the practice of those authorities who provide facilities for practical administrative training in their education departments is to be commended and should be extended.

In view of the dual experience in administration and teaching desired in respect of these posts, there is need for early co-ordination of policy throughout the country on this matter.

² *Municipal Review*, vol. 8, No. 87 (March, 1937), pp. 126-8.

(4) *Poor Law Examination Board*

Another point arises from the present research in connexion with the Poor Law Examination Board.³ This Board has recently been considering a revision of its constitution in order to enable it to secure incorporation as a company limited by guarantee and to take a more important part in the holding of general local government, as distinct from poor law, examinations. The present rules of the Board provide that candidates for examination must have the school leaving certificate or its equivalent, or be men in permanent office with two years' experience of local government. There are three classes of examination :

- (1) Relieving officers—one examination.
- (2) Institution and hospital officers—two examinations, intermediate and final.
- (3) Clerical assistants in public assistance departments—two examinations, intermediate and final.

The examinations are of a technical nature, based on a knowledge of poor-law statutes, rules, and orders. They differ from the academic examinations of the universities which deal with general principles on broad lines. The Board is a purely examining body and does not undertake tuition. The National Association of Local Government Officers, so far as poor law is concerned, give tuition, but have abandoned their own examination, leaving it to the board to examine their candidates in that subject. Under its suggested new con-

³ It has been suggested by the Association of Municipal Corporations that a more appropriate title for this Board would be the "Local Government Social Services Examinations Board" (*Municipal Review*, March, 1939, p. 111).

stitution, the Board would have power to examine all non-professional and non-technical local government officers. Apparently the idea is that the Board would take over any such examination relinquished by any existing body.

The system of examinations has been devised in order to secure the entry of competent officials into the public service, and to counteract the bad effects of nepotism. Many authorities still appoint officials to their staffs without a rigid test of competence, and it appears to be the hope of the Board that the time will come when all new entrants to the local government service will possess at least a certificate of the Board certifying that they have reached a recognized standard of practical capacity in the subject-matter which they undertake to administer.

The Board's proposal has, however, met with opposition. On 26th June, 1936, a conference was held of representatives of the County Councils Association, the Association of Municipal Corporations, and the London County Council, who, while recognizing the valuable work already undertaken by the Board, disapproved of the proposed extension of the Board's functions, and suggested that it was premature to take a definite decision upon the general question of examinations for the local government service until the Advisory Committee recommended by the Departmental Committee on Local Government Officers in 1934 had been established.⁴ As pointed out above,⁵ this Advisory Committee has been established although it is not unanimously supported by all the associations of local authorities concerned.

⁴ *Municipal Review*, November, 1936, pp. 407, 409, and 410.

⁵ Chapter XVI (r), p. 82.

CHAPTER XVII

CONCLUSIONS

The main object of a research study is to set out facts which appear to be established in order to provide a basis upon which some future policy may be based. It may be useful, however, to recapitulate in a summary form the main issues which appear to emerge as a result of the research as set out in the preceding chapters.

(1) *Central and Regional Advisory Committees.*

The time is ripe for the establishment of a central advisory committee to co-ordinate pre-entry training for, and post-entry training in, the local government service. Further effort should be made to persuade the Association of Municipal Corporations to share in the establishment of that committee. It should be made clear that the primary function of the committee would be to establish standards without compelling any local authority to draw their recruits from any approved panel of examinees. Special attention should be given by the committee to the problem of enabling junior officers by post-entry training to qualify for higher administrative posts.

Regional advisory committees should also be established, and the impetus should come from the regions. The Institute of Public Administration might be the prime mover in the regions to set up these committees. Co-operation would be necessary with the local branches of the National Association of Local Government

Officers, the local authorities and the universities and university colleges in each region, and the branches (if any) of the professional and technical associations concerned. In the search for a suitable type of regional committee, it would be a matter for consideration how far, if at all, the existing Whitley Council machinery can be revitalized and used.

(2) *Co-ordination of Pre-entry and Post-entry Examination Schemes.*

The details of a comprehensive pre-entry and post-entry examination scheme should be worked out in consultation with the local education authorities and the other bodies and persons concerned. It is of paramount importance to secure the interest of local authorities in any such scheme and to enlist their full support in its execution. There would seem to be grounds for laying down the rule that entry to the local government service should depend on the passing of an examination of school certificate standard. Where juniors enter the service without that qualification, arrangements should be made with the local education authorities to enable these juniors to obtain that certificate by post-entry training. Technical and professional officers should obtain their qualifications through their associations, as at present, but there is particular need for encouraging administrative officers, who are in the town clerk's, public health, education, waterworks, electricity, and other similar departments, to train for an examination in the general principles of public administration. Advantage should be taken of any convenient diploma course in that subject already in existence in the region, and where no such

course exists, the local education authorities should be approached with a view to establishing one. When adequate provision is made for this instruction, the professional and technical associations might be approached as to omitting from the curriculum for their examinations instruction in this subject. The institutional officers of the public health departments and the officers of the public assistance departments might well rely, as at present, on the examinations of the Poor Law Examinations Board.

(3) *Training of Education Officers.*

Local authorities should take steps to frame a scheme of training whereby officers with administrative experience in education may be enabled to obtain teaching experience with a view to becoming qualified for appointment as education officers.

(4) *Provision of Facilities for Study and Training.*

Various considerations arise in connexion with the provision of regional facilities for study and training. Regard must be paid to the question of finding a convenient centre where a sufficient number of officers could congregate in order to make the course of training a success. The question of securing suitable teachers for the instruction classes would need careful consideration, and the Institute of Public Administration could give valuable help in this connexion. The question of allowing officers "time-off" in order to enable them to travel to the centre of instruction is important. Any fees charged to officers for such a course of training should

be moderate in order to attract all types of student. Where officers are required to attend committees which meet in the evenings, special attention should be paid to the problem of liberating them in order to attend instruction classes.

Regard should be paid to the provision of suitable textbooks through the medium of the local library service and to the co-ordination of the book resources of departments of local authorities. Departments might be asked to make available a sufficient number of copies of administrative circulars, memoranda, and orders and of important reports. Local authorities should be prepared to give advice to young entrants as to how to proceed to equip themselves with the necessary qualifications and training to make them first-class officers.

(5) *Encouragement to Trainees.*

Local authorities should consider how far they can encourage trainees by paying their examination fees and by allowing them additional increments or making special money grants when they pass their approved examinations.

(6) *Provision of Facilities for Promotion.*

Local authorities should consider as to affording officers reasonable opportunities for promotion. Machinery should be set up which would enable an officer of proved capabilities, who is unable to secure promotion in his own department, to obtain transfer to another department where full use can be made of his abilities.

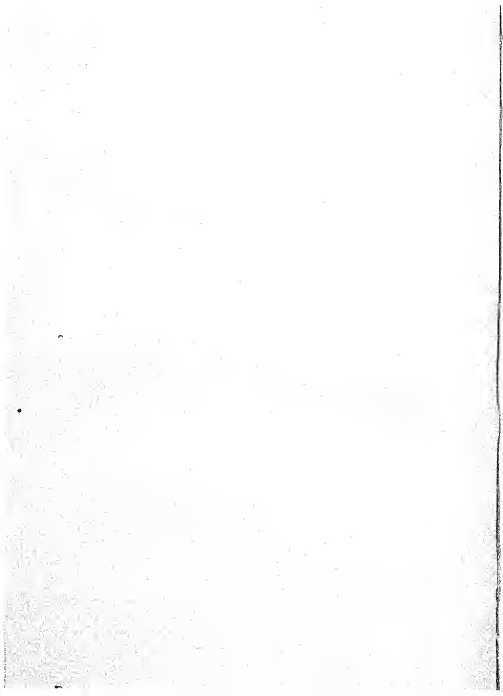
Transfer from one local authority to another is fairly

CONCLUSIONS

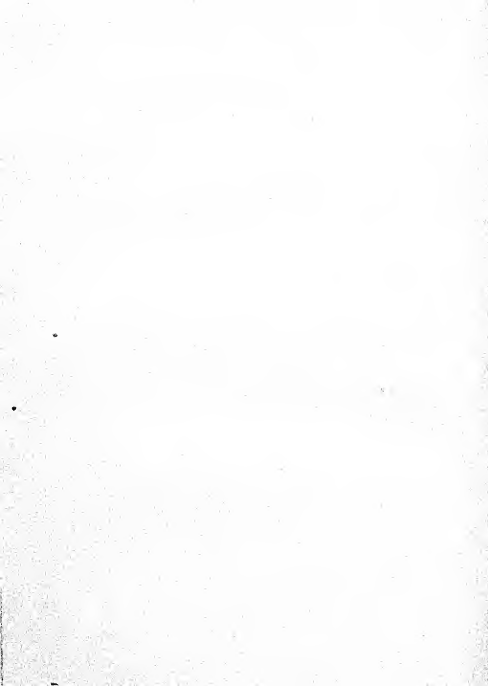
fluid for senior officers holding the better-paid posts, but presents difficulties in the case of junior officers, particularly because of the expense of transfer and the housing problem. Consideration should be given to the problem of providing on a regional basis for greater fluidity of transfer for junior officers.

(7) Policy of the Institute of Public Administration.

An early statement of the general policy of the Institute of Public Administration on the subject of post-entry training would be extremely helpful to all concerned with that subject. It would be particularly important to ascertain what forms of post-entry classes the Institute would recommend. The relationship of the Institute to the National Association of Local Government Officers and to other examining professional associations should be clarified. Consideration should be given to the question of the co-operation of the regional groups of the Institute in setting up practical regional schemes of post-entry training. The Institute should examine the range of text-books at present available for the study of public administration and consider as to arranging for any gaps to be filled.



APPENDICES.



APPENDIX I

See Chapter IV, p. 25.

DEMAND AMONG LOCAL GOVERNMENT OFFICERS FOR SYSTEMATIC POST-ENTRY TRAINING AND THE CLASSES OF OFFICER FROM WHICH THE DEMAND PROCEEDS

LONDON

London County Council.—There is a very pronounced demand for post-entry training, and the demand emanates from all classes of officer. Many of the younger major establishment officers are reading for the Bar or for university degrees. Several junior officers are studying to obtain professional qualification as architects, surveyors, engineers or accountants. Some officers on the general grade establishment are studying for the examinations for major establishment officers.

Metropolitan Borough Councils.—Some authorities think the demand is a fair demand from all classes of officers, while others think the demand is not very great. In the case of one authority, it is stated that one officer only is studying for a university diploma in public administration. Some authorities encourage their juniors to attend educational classes in order to improve their general knowledge and, in one instance, the rule has been laid down that a junior officer, in order to obtain an annual salary over £250, must take a two years' course at a London County Council senior commercial institute and pass the examination held in connexion therewith.

COUNTIES

It is considered in some cases that, if improved facilities were available, younger officers would take advantage of them. Generally, it is stated that there is a fair demand from all classes of officer, but particularly from lower-paid officers in clerical or technical grades.

COUNTY BOROUGHS

A few authorities state that there is no demand, or only a very limited demand, for training, but the general view is that there is an appreciable demand by clerical, professional and administrative officers. In the case of one authority, the operation of a university diploma course in public administration is being watched with a view to ascertaining its usefulness to the officers of the authority. Where it is realized that a good comprehensive training in a particular sphere of work is essential for success, there is a definite demand for training. Some officers obtain their training by correspondence courses.

Manchester.—There is a considerable demand for training from officers under 21 years of age, and this demand is largely due to the encouragement given and the financial assistance afforded by the Corporation. In 1936 there were 91 graduates in the service (exclusive of inspectors, doctors, dentists and teachers in the public health and education departments), and the majority of these officers obtained their degree by post-entry training.

Newcastle.—As regards the education department, juniors entering the service at 16 years of age with the school leaving certificate of matriculation standard are given to understand that promotion depends upon progress made in obtaining a university degree as well as upon administrative efficiency. Such officers, encouraged by the education committee and its administrative staff, usually begin to work for an external degree of London University in Arts or Science. Courses up to intermediate standard are usually available locally, and the officers are awarded scholarships to cover their fees. On passing the final examination, an officer receives a special salary increment, and either a monetary grant towards his examination expenses or his academic robes. Officers thus trained rise to the highest posts in the department and some obtain appointments as chief education officers to other authorities.

Wallasey.—There is a considerable demand for training in accountancy from officers in the borough treasurer's department. This training is obtained partly by correspondence courses, and partly by attendance at a local students' society where lectures are given. In the gas department, junior technical officers study for the external degree of

APPENDIX I

B.Sc.(Engineering) of the University of London. In the town clerk's department, officers study for a university diploma in public administration or for a legal degree or for the examinations of the National Association of Local Government Officers.

Wolverhampton.—In 1935-36 there were in attendance at the technical college 69 municipal employees attending full evening courses, and 24 municipal employees attending courses in single subjects. Most were members of technical staffs following technological courses of study. In addition to these, many officers were known to be taking postal courses.

NON-COUNTY BOROUGHs

The experience varies and, in general, the demand is not large. Where it arises, it is from junior officers and, mainly, what is sought is training for professional examinations and, in some cases, for possible promotion. In some boroughs, as regards certain of the departments, official evening duties impede the demand. The demand in some boroughs is definitely accentuated as regards officers in the treasurer's, engineer's and public health departments.

Willesden.—Promotion in the grades of clerical assistants is subject to the condition of having passed an approved preliminary, intermediate or final examination of a university or professional association.

URBAN DISTRICTS

Generally there is a limited demand for training, but in some districts there is a demand from officers engaged in engineering, building, accountancy and legal duties. Correspondence courses are frequently taken, and the opinion is held in some districts that, if better facilities existed locally at not too high a cost, there would be a definite demand for training.

Dagenham.—Officers in the department of the clerk of the council study for the examinations of the Bar or of the National Association of Local Government Officers; officers in the treasurer's department seek accountancy and rating qualifications; in the surveyor's department, technical officers usually possess qualifications before appointment, but higher qualifications are often obtained subsequently, while there

POST-ENTRY TRAINING FOR LOCAL GOVERNMENT OFFICERS

is little demand for further training from administrative assistants; officers in the public health department often prepare for the sanitary inspector's examination; and in the libraries department, all assistants require training.

Newton-in-Makerfield.—There is a small demand here on the part of administrative or clerical officers seeking a diploma in public administration.

INSTITUTE OF PUBLIC ADMINISTRATION—BRANCHES

Edinburgh.—Under the grading scheme adopted in 1920 for clerical, technical and administrative officers, promotion depends upon the attainment of prescribed standards and, in addition, heads of departments may lay down such further conditions as to promotion as they consider desirable. Under this provision, training schemes have been adopted in most of the large departments and it is usually made a condition of appointment of junior officers that they will obtain a specified degree of qualification. In the education department, new entrants are advised to obtain a university degree in law, commerce or public administration, or a diploma in law, commerce, accountancy, secretarial practice or public administration granted after examination by a body of recognized professional standing, while officers who were already in the department in 1932 are advised to obtain the national senior certificate in commercial subjects.

Glasgow.—Some nine-tenths of the junior officers take the final examinations of the leading technical, accountancy and secretarial bodies. In some departments, such a qualification must be obtained before routine promotion from lower to higher salary grades can be secured.

NATIONAL ASSOCIATION OF LOCAL GOVERNMENT OFFICERS— BRANCHES

Newport (Mon.).—Three officers in the education department have taken the final examination of the Chartered Institute of Secretaries; two are preparing for the final, and two for the intermediate examination.

APPENDIX II

See Chapter IV, p. 26.

MODEL SCHEME OF POST-ENTRY TRAINING OF LOCAL GOVERNMENT OFFICERS COMPILED BY THE NATIONAL ASSOCIATION OF LOCAL GOVERNMENT OFFICERS

I. RESPONSIBILITY

An officer of the local authority, who may be either an existing officer or one specially appointed for the purpose should be appointed to administer the post-entry training scheme, irrespective of other positions he may hold. The duties of the Staff Officer would be :

- (a) consultation with the chief officials of the local authority;
- (b) the co-ordination of educational schemes for training of staff, and the advising of staff upon questions affecting their study and training for appropriate examinations;
- (c) to act in an advisory capacity to departmental chiefs on the question of promotion and transfer.

In the case of an authority with a relatively small staff, the scheme should be administered by the chiefs of departments in consultation.

2. TRAINING

(a) *Juniors*

A formal scheme of education is considered desirable for juniors up to the age of 18 years. It is recommended that provision be made for juniors to attend appropriate classes approved by the local authority on, say, two half-days weekly during office hours, without deduction from salary. The classes should consist mainly of general subjects, it being considered undesirable for specialized study to begin before the age of 18 years. It would, however, be advantageous to include civics, and an elementary outline of local govern-

ment, so as to give a junior officer an understanding of the organization of his department and its place in municipal administration.

As an alternative to attendance at such classes, a junior who, whilst possessing the appropriate entrance to the service examination, had not already obtained a preliminary qualification which would enable him to enter for the appropriate technical, professional or administrative examination, might be permitted to attend classes in preparation for a suitable preliminary examination. It is suggested that attendance at these classes, where organized by a local authority as day continuation courses or evening courses at technical or commercial institutes, should be free of charge to the junior. In the cases of those authorities which are not responsible for higher education, they should co-operate with a higher education authority to obtain these facilities.

(b) Preparation for Technical, Professional and Administrative Examinations

(i) *Assistance by Local Authorities.*—Local authorities are urged to grant financial assistance in approved cases to officers to enable them to undertake courses for professional, technical and/or administrative examinations.

(ii) *Courses of Study.*—A technical or professional qualification should be of first importance, and a university degree or diploma in public administration is a desirable post-technical or post-professional qualification.

It is not considered desirable for an officer to undertake a university course in administration before reaching the age of 18 years. In special circumstances it is recommended that selected officers should be seconded to the university for full-time courses, on agreement to return to their own local authority for not less than a period to be specified.

It is considered desirable that local education authorities for higher education should consider the provision of courses suitable for officers in their technical schools, and exhibitions to enable officers to attend them.

(c) Practical Training

(i) *Transfers.*—It is recommended that selected officers should be transferred, temporarily, if thought desirable, from one department to another within the local authority. Similar

APPENDIX II

facilities might be given for temporary exchange of officers between local authorities.

(ii) *Refresher Courses.*—It is recommended that local authorities should grant facilities in approved cases for attendance of officers of all grades at approved refresher courses, summer schools, and conferences in relation to all departments of a local authority.

(iii) *Research in Local Government.*—It is considered desirable that research facilities should be given to officers in the service, such as access to records, special leave of absence for the purpose of visiting the departments of other local authorities. Local authorities might link up with universities in promoting research work of this character.

APPENDIX III

See Chapter V, p. 30.

DISTINCTION (IF ANY) BETWEEN THE DEMAND FOR TRAINING FROM OFFICERS ENGAGED ON PROFESSIONAL WORK AND THOSE ENGAGED ON GENERAL ADMINISTRATIVE WORK

LONDON

Some authorities draw no distinction between the two demands, but, in the main, the demand is greater from officers engaged on professional work.

COUNTIES

The experience varies considerably. In some cases there is a demand from officers engaged on professional work. In others, the demand is mainly from administrative officers who require technical and professional courses. In some counties the distinction is drawn that the professional officer regards his qualification as the end of his training, while administrative officers regard post-entry training as necessary.

COUNTY BOROUGHES

In many cases no distinction can be drawn between the two demands. Generally, however, it appears that the demand is for professional and technical training. A large number of professional officers receive their professional training and take their examinations while they are articled pupils and before entry into the service, but there are many professional officers, such as those in treasurers' and engineers' departments, who take their examinations after entry into the service and without entering into articles.

In some cases it is thought that the demand for training from administrative officers varies according to the openings for promotion to executive or professional posts. Thus junior officers take courses in shorthand and typewriting and higher courses for the examination of the Chartered Institute of Secretaries. The practice of giving "refresher courses" is a

APPENDIX III

familiar one as regards teachers, but not as regards administrative staff.

Birkenhead (also *Northampton* and *Rotherham*).—There is an appreciable demand for training in administrative work.

Birmingham.—A dozen or so students attend a weekly winter class in public administration at the commercial college.

Leeds.—A very small percentage of administrative officers are eager to better themselves by taking examinations for external degrees or for secretarial training.

Norwich (also *Southampton*).—A demand for training in general administration exists, and wants encouraging by the institution of an appropriate examination for all administrative officers for whom no examinations on their sectional work are available.

Wolverhampton.—The demand from junior officers in the treasurer's department seeking accountancy qualifications has been sufficient to warrant the establishment of classes in the principles and finance of local government.

NON-COUNTY BOROUGHs

In most cases the demand for professional training is predominant. It is pointed out that most professional officers are provided for by the appropriate professional bodies and associations, whilst those engaged on administrative work make use of commercial qualifications. In some cases it is recognized that the clerical staff require training in general administration, office work and accounting, while specialized officers, such as sanitary inspectors, require training in special subjects.

URBAN DISTRICTS

In many cases no distinction is drawn between the training desired by officers engaged on professional work and those engaged on general administrative work. In other cases the demand is greater from professional officers, *e.g.*, financial officers, rating officers, surveyors, library assistants, and officers in the engineer's, public health and town-planning departments. A tendency is noted, in the case of the clerk's department, to stress legal qualifications to the detriment of administrative qualifications.

POST-ENTRY TRAINING FOR LOCAL GOVERNMENT OFFICERS

INSTITUTE OF PUBLIC ADMINISTRATION—BRANCHES

Generally, it is felt that the facilities for qualifying for professional work are greater and easier of approach than those relating to general administrative work.

Edinburgh.—The promotion provisions in the corporation grading scheme are general in application, but the higher departmental qualifications required refer more particularly to professional grades. It is becoming the general practice, however, to require junior entrants to all salaried grades to undertake appropriate post-entry study.

Glasgow.—Junior entrants usually commence as clerical officers, then become technically or professionally qualified and are promoted to technical or professional posts as the occasion arises.

NATIONAL ASSOCIATION OF LOCAL GOVERNMENT OFFICERS—BRANCHES

Generally, it is felt that the greater demand for training proceeds from technical and professional officers.

Midlands.—It is noted that many officers are articled in the local government services with a view to obtaining a professional qualification and facilities are available for them to obtain appropriate qualifications. On the other hand, officers engaged on general administrative work frequently take diplomas requiring a knowledge of subjects which are not specifically needed in their departments or, indeed, generally throughout the local government service.

APPENDIX IV

See Chapter VI (A), p. 32.

HOW FAR PROFESSIONAL OFFICERS DESIRE KNOWLEDGE OF THE PRINCIPLES OF PUBLIC ADMINISTRATION

LOCAL AUTHORITY VIEW

LONDON

London County Council.—Professional officers are frequently concerned with important principles of public administration. The clerk of the council is responsible for the main staffing policy of the council, but the heads of the various departments, who are often officers with a professional status, are consulted in administrative matters affecting their departments. This is particularly the case as regards the following departments: architect's, comptroller's, engineer's, legal and parliamentary, parks and valuation.

Metropolitan Borough Councils.—It is difficult to assess the desire of professional officers for a knowledge of the principles of public administration. In smaller offices, it is felt that most professional assistants are to a greater or less degree concerned with administration.

COUNTIES

There is a fairly substantial demand from professional officers for a knowledge of public administration, especially from young officers with legal qualifications in the clerk's department. This demand has been strengthened since the Hadow Departmental Committee stressed the value of administrative training as compared with legal training.

COUNTY BOROUGHES

In several cases it is felt that the demand from professional officers for training in public administration is small. Some professional institutes include public administration or principles of national and local government in their syllabus, and it is thought, in several cases, that professional officers are

inclined to rely on the acquisition of a knowledge of administration in the course of their duties. A few professional officers are inclined to be sceptical of the monetary value of education in public administration. Much depends on the initiative of the professional officer himself.

Liverpool.—Junior professional officers appointed to or aiming at supervising or direction posts do demand a knowledge of the general principles of public administration.

Wallasey.—Except where required for professional examinations, there is little demand for administrative training otherwise than from officers in the town clerk's department.

Wolverhampton.—A series of lectures by experts dealing with different sections of local administration was offered in 1933-34, but the attendance was not satisfactory, either from the public or the municipal side.

NON-COUNTY BOROUGHs

In a few cases it is stated that there is a lack of facilities for training professional officers in public administration. For instance, there are no facilities available in *Crewe*, and officers would find it too expensive to have to travel to the classes available in Manchester, some 30 miles distant. In some instances it is found that the desirability of knowledge of the principles of public administration is present in the minds of the senior rather than of the junior officers. Many professional officers rely for their knowledge of these principles upon articles published in technical journals. In several cases it is realized that knowledge of these principles is necessary for all professional officers.

Bromley.—It is considered imperative that professional officers should have a knowledge of public administration as the higher professional posts, while demanding technical knowledge, are to a great extent of an administrative character. In some departments the professional staff already possess administrative knowledge on appointment, such knowledge being demanded of candidates, though not included in the syllabus of their professional examination.

Rawtenstall.—It is pointed out that courses in public administration are a new feature in the methods of training local government officers, and that, in the near future, more

officers may be expected to undertake systematic post-entry training in the general principles of public administration.

URBAN DISTRICTS

It is stated in a few cases that there is no general demand from professional officers for training in public administration. In others it is noted that some professional officers take subjects relative to public administration in their technical examinations, but it is thought that the demand is limited to the requirements of those examinations. In several cases the demand from professional officers for a general knowledge of public administration is found to be increasing, especially among the younger officers.

Wembley.—There is an increased demand for knowledge of public administration proceeding from professional officers who aspire to occupy the higher posts.

Woking.—The demand for knowledge of public administration is generally from junior officers and mainly as far as their immediate position is concerned. There is a tendency, however, for the demand to grow as the responsibilities of the individual officer increase.

INSTITUTE OF PUBLIC ADMINISTRATION—BRANCHES

It is felt that the desire of a professional officer for knowledge of the principles of public administration depends upon the degree of responsibility attached to his work, coupled with the extent of his desire to progress upwards in the service.

Central and North Yorkshire.—It has been noticed that, when public lectures have been organized by this group and advertised widely among public officials, the attendance at a particular lecture is largely drawn from the department or section of the public service dealing with the subject discussed. This would indicate the absence of a widespread desire for knowledge of the broad principles of public administration. Experiments are, however, proceeding for a series of private lectures, with more opportunities of discussion, for a small group of members interested in general principles.

POST-ENTRY TRAINING FOR LOCAL GOVERNMENT OFFICERS

NATIONAL ASSOCIATION OF LOCAL GOVERNMENT OFFICERS— BRANCHES

Professional officers desire knowledge of the principles of public administration so far as essential to the successful working of the department in which they are engaged. Some attend university courses, lectures on public administration and summer and week-end schools organized by the Association. Only a few professional officers seem to have taken the diploma courses in public administration held, for instance, at Liverpool University or the Glasgow School of Social Study.

APPENDIX V

See Chapter VI (B), p. 33.

VIEWS OF PROFESSIONAL ASSOCIATIONS AS TO THE VALUE OF: (A) A KNOWLEDGE OF THE PRINCIPLES OF PUBLIC ADMINISTRATION; (B) A DEGREE OR DIPLOMA IN PUBLIC ADMINISTRATION

ACCOUNTANTS

Corporation of Accountants

(A) Greatly to be desired, particularly in the case of members who are municipal auditors or who hold civic appointments or serve on civic authorities.

Institute of Municipal Treasurers and Accountants

(A) Very valuable.

(B) Several members have obtained diplomas in public administration. Mr. F. W. Rattenbury, in his Presidential Address at the Annual Conference of the Institute in 1936, said: "I do believe that graduation of the character which I advocate, viz., a Diploma in Public Administration, gives a wider field of training and broadens the intellectual outlook."

ARCHITECTS

Incorporated Association of Architects and Surveyors

(A) No data.

(B) Would advise members employed in municipal and government departments to obtain a degree or diploma in public administration.

AUCTIONEERS, &c.

Auctioneers' and Estate Agents' Institute

(A) Some members hold rating and valuation posts in the local government service. The membership of the Institute is, owing to the nature of the examinations passed, of considerable value to any one holding a public appointment.

POST-ENTRY TRAINING FOR LOCAL GOVERNMENT OFFICERS

Incorporated Society of Auctioneers and Landed Property Agents

(A) Members employed by local authorities may need such knowledge, but most are engaged on strictly professional work.

(B) Senior officers would probably be well advised to seek such a qualification.

BATH SUPERINTENDENTS

National Association of Bath Superintendents

(A) Some knowledge of these principles is required for the section of the examination on administration. The few members who require administrative ability of a high order appear to have obtained it by training under an administrative officer.

(B) The number of members likely to study for a diploma in public administration is very small.

CATCHMENT BOARDS

Catchment Boards Association

(A) and (B) This is a matter for each individual Board. Some Boards encourage their officials to qualify and some officials hold a diploma in public administration.

CEMETERY SUPERINTENDENTS

National Association of Cemetery and Crematorium Superintendents

(A) Desirable for members working under local authorities.

(B) Would not advise members to obtain any such degree or diploma.

ENGINEERS

Association of Supervising Electrical Engineers

(A) and (B) Not desired.

Institution of Municipal and County Engineers

(A) Essential in all senior posts in the local government service.

(B) The diploma in administration of the Institution is specially suited to the requirements of local government engineers.

APPENDIX V

HOUSING ESTATE MANAGERS

Society of Women Housing Estate Managers

(A) Members in local government service (62 out of a total membership of 148) are interested in the general principles of public administration and study this subject in their preparatory examination work.

(B) There is a tendency for members to seek a degree or diploma in public administration after qualifying in housing estate management. This is looked upon with favour by the Society.

LIBRARIANS

Library Association

(A) and (B) In the library service, some officers study further by proceeding to a degree, but study for the examinations of the Association keeps assistants fully occupied until they reach an age when they are disinclined to study further for examination purposes. The examinations in librarianship are essentially the first consideration and there is little latitude for transfer from the library department to other departments of the local government service.

Association of Assistant Librarians

(B) Individual assistants might feel that it would be an advantage to possess a degree or diploma in public administration, but the Association has given no such advice.

MENTAL HOSPITALS STAFF

Incorporated Association of Clerks and Stewards of Mental Hospitals

(A) and (B) Very desirable.

PARKS STAFF

Institute of Park Administration

(A) Knowledge desired to a moderate extent.

(B) Would advise members to obtain degree in public administration.

POOR LAW STAFF

Local Government Clerks' Association

(A) Knowledge desirable.

(B) Would not advise members thereon.

POST-ENTRY TRAINING FOR LOCAL GOVERNMENT OFFICERS

National Association of Administrators of Local Government Establishments

(A) Many of our members are in isolated rural areas and would find it difficult to attend lectures. In some areas advantage would certainly be taken of lectures on the general principles of public administration.

(B) We encourage members to sit for the diploma in public administration.

National Association of Relieving Officers

(A) Knowledge desirable.

PUBLIC HEALTH STAFF

Institute of Public Cleansing

(A) No information available.

(B) No decision on this point.

Sanitary Inspectors' Association

(A) and (B) The Association would view with favour the increase of facilities for extended knowledge of the general principles of public administration and, if suitable arrangements were made, would recommend its members to study for a degree or diploma in public administration.

RATING STAFF

Incorporated Association of Rating and Valuation Officers

(A) Knowledge of the general principles of public administration is desired by the general body of members.

(B) There is insufficient time for officers holding responsible positions to prepare for a degree or diploma in public administration. Such officers usually hold positions of an honorary nature in their districts and they have little leisure for other activities.

SECRETARIES

Chartered Institute of Secretaries

(A) No information available. An increasing number of students select the optional examination subjects relating to public administration.

(B) There are cases where the Institute would advise a member to obtain a degree or diploma in public administration.

APPENDIX V

National Association of Local Government Officers

(A) Knowledge is generally desired.

(B) The Association has a system of tuition courses which prepare students for the examination for the diploma in public administration.

SEWAGE STAFF

Institute of Sewage Purification

(A) The desire for knowledge of the general principles of public administration is limited to matters covered by the Rivers Pollution Prevention and Public Health Acts.

(B) The Institute does not advise its members to seek, in addition to their professional qualifications, a degree or diploma in public administration, but the advantage of possessing such a degree or diploma may increase in the future.

SURVEYORS

Chartered Surveyors' Institution

(A) Difficult to say without special inquiry among members employed in the local government service.

(B) This question has never been before any council of the Institution.

TOWN PLANNING STAFF

Town Planning Institute

(A) A considerable knowledge of town planning administrative practice is required by the examinations of the Institute.

APPENDIX VI

See Chapter VII (A), p. 35.

FACILITIES AVAILABLE FOR THE PROVISION OF FURTHER EDUCATION AND TRAINING FOR LOCAL GOVERNMENT OFFICERS

LONDON

The facilities for continued education are explained in a comprehensive prospectus called "Floodlight," containing some 150 pages and forming a guide to the classes mainly provided by the London County Council as the local education authority for the area and also by various polytechnics and technical institutes which receive financial grants from that Council. The whole system is organized on the basis of the specialist institution, *i.e.*, each polytechnic, technical institute or evening institute has a definite objective, due regard being paid to the requirements of particular districts and to the ages and needs of the students. In the main, facilities are provided for professional and technical officers rather than administrative officers. This can be seen from the alphabetical list of subjects of instruction which include such subjects as Accountancy, Architecture, Auctioneers and Estate Management, Banking, Biology, Book-keeping, Botany, Building Construction and Surveying, Building Law, Business Organization and Economics, Chemistry, Costing, Degree Courses, Engineering (Mechanical, Electrical, Civil, Structural, Constructional, Chemical, Gas, Automobile and Aero), Institution Assistants (Poor Law), Insurance, Law, Matriculation, Meat and Food Inspectors, Municipal Treasurers, Physics, Physiology (for nurses and health visitors), Relieving Officers, Sanitation, Secretaryship, Statistics, Surveying (Land and Quantity), Town Planning, Transport, Zoology.

In addition, there are courses in local government at two commercial institutes (Bow and Bromley, and Fulham) in preparation for the examinations of the National Association of Local Government Officers, the subjects including local government law, statistics, municipal organization, conduct

of meetings, &c. Local government is also taken as an individual subject at the Westminster Commercial Institute.

Courses in preparation for the external diploma of the University of London in public administration are given at the Westminster Commercial Institute, Millbank School, Erasmus Street, S.W.1; at the City of London College, Rope-maker Street, E.C.2; and at Morley College, 61 Westminster Bridge Road, S.E.1.

Further, there is a university extension course in public administration held at the County Hall University Extension Centre, Westminster Bridge, S.E.1, particulars of which are given under Chapter VIII of this book dealing with university courses in public administration.

There is also a university extension course for the diploma in social studies held at the Westminster Commercial Institute particularly designed to enable almoner's clerks in L.C.C. hospitals to qualify for the certificate of the Institute of Hospital Almoners.

The Civil Service Council for Further Education arranges for courses to be held in various subjects of interest to local government officers, as well as civil servants, and itself awards diplomas in public administration, health and unemployment insurance, contributory pensions and approved society work.

Use is made of the different classes available in a varying degree by officers in the services of the London County Council, the City of London Corporation and the Metropolitan Borough Councils. In particular, the courses in local government and public administration are taken by officers on the general grade of the London County Council who are preparing for the examination of the Council for appointment to the major establishment.

An interesting development has occurred in connexion with the Stepney Metropolitan Borough Council, as the result of a resolution of that council making promotion to any post carrying a salary in excess of £250 per annum dependent upon the passing of an examination held after a general educational course of two years at a senior commercial evening institute of the London County Council. Courses have consequently been arranged at the Bow and Bromley and the Stepney Commercial Evening Institutes and include four compulsory subjects (English, arithmetic, geography, and history) and one optional subject (either science; a language; book-keeping; electricity, law and accounts; or public

POST-ENTRY TRAINING FOR LOCAL GOVERNMENT OFFICERS

administration, local government and parliamentary procedure).

COUNTIES

Classes in general commercial and technical subjects are available in the evening institutes provided by the local education authorities. While no special provision appears to be made for administrative and executive local government officers as such, there are indications that the education authorities concerned would be only too pleased to set up courses for those officers if so requested and if assured of a reasonable attendance of officers thereat.

East Suffolk.—There are 32 centres provided by the local education authorities and the average number of students in attendance is 30 per centre.

West Sussex.—There are eight evening institutes giving commercial and academic courses.

COUNTY BOROUGHES

Excellent facilities are provided in a large range of subjects and many local government officers take advantage of them although they have generally not been devised to meet the particular needs of those officers. Here and there, however, there are signs that the need for special facilities for local government officers is receiving recognition, e.g., the City of *Liverpool* School of Commerce holds classes in public administration and local government; *Birmingham* Commercial College and *Cardiff* Technical College have courses for the diploma in public administration.

NON-COUNTY BOROUGHES

There are good facilities for training professional and technical local government officers. In several boroughs it is noticed that there is a lack of general training for local government officers in municipal organization. Officers in those boroughs which adjoin London frequently take advantage of the courses provided in London, e.g., officers of the borough treasurer's department in *Bromley* have attended London County Council classes at Brixton; and officers in *Finchley*, *Mitcham*, *Watford* and *Willesden* have attended London classes.

Brentford and Chiswick.—The Education Committee has decided to hold courses of lectures at the Chiswick Polytechnic in preparation for the university external diploma in public administration.

Folkestone.—At the Technical Institute there are classes for the Institute of Park Administration and Library Association examinations, as well as the usual commercial, engineering and accountancy courses. In addition there is a special evening course of training for the intermediate examination of the National Association of Local Government Officers and eight students are in attendance.

Willesden.—There is a special course, approved by the Ministry of Health, for training pupil sanitary inspectors.

URBAN DISTRICTS

In some cases facilities are available in technical institutes for training in subjects required by professional officers. In other cases, advantage is taken of the facilities provided in adjoining towns. As regards urban districts immediately adjoining London, use is made of the London facilities. Where facilities are not easily available, officers obtain tuition by correspondence. Some officers rely on information made available by student societies of professional bodies, *e.g.*, the Institute of Municipal Treasurers and Accountants. Where facilities are available, greater co-ordination would be necessary to make them useful for local government officers as they are rather restricted to the requirements of the examinations of the professional bodies. Facilities for the general administrative training of local government officers are rare but are showing signs of development in a few instances, *e.g.*, elementary classes in local government and public administration are provided at the East Ham Technical Institute and are used by officers in neighbouring districts, for instance, Dagenham.

INSTITUTE OF PUBLIC ADMINISTRATION—BRANCHES

There is generally a large number of classes available in the various educational institutions, but those classes rarely provide for the special needs of the local government officer.

Edinburgh.—There are no special facilities for local government officers as such, but there is a highly co-ordinated and comprehensive educational service which affords ample oppor-

tunity for further education in all branches of learning at continuation schools, technical institutions and the university, apart altogether from private colleges.

Glasgow.—Considerable use is made of correspondence courses, including those provided by the National Association of Local Government Officers. In addition, the School of Social Study held under the auspices of the Glasgow University provides courses for a social study diploma and a certificate and a diploma in public administration.

Hull.—Classes in sanitary and health subjects are held at the University College. In the city treasurer's department, most of the junior officers (and many of the senior officers) are members of a students' society of the Institute of Municipal Treasurers and Accountants and, in addition, weekly lectures are arranged for junior officers and given by senior officers in the work for which the latter are particularly responsible.

Manchester.—For a number of years there has been in operation a scheme whereby the city council, through the establishment (staff) committee and the appropriate departmental committee undertake to pay the fees for one approved course of study upon application by any junior officer under the age of 21 years. In very exceptional cases, fees may be allowed for additional courses and for persons over the prescribed age limit. The interpretation of what is an approved course varies among the different departments. Some give a liberal interpretation and others, particularly small and highly specialized departments, appear to interpret the scheme somewhat narrowly. In general, the larger the department is, the greater is the scope for post-entry education. Till recently, most of the trading departments and the public health department have favoured purely technical courses, but there is evidence of a growing interest in the course in public administration at the Manchester University. Whereas formerly a handful of students were drawn almost exclusively from the city treasurer's department, officers from the town clerk's, electricity, housing, education, &c., departments add to a yearly increasing volume of students. The fees for the degree course are rather high (about £70) and thus it has been the practice of some departments to allow half-fees only. There would appear to be scope here for a diploma course in public administration at lower fees, but

APPENDIX VI

this would depend on a general strengthening of the demand for training in public administration and co-ordination between all departments in this respect.

NATIONAL ASSOCIATION OF LOCAL GOVERNMENT OFFICERS— BRANCHES

Good use is made of the various evening classes in secretarial, accountancy, electrical, engineering and architectural subjects. Fair use is also made of the courses in public administration provided by the universities. Useful classes in local government are also provided in certain areas by the Adult Education Movement. The Association itself organizes lectures and correspondence courses and has a scheme of loans at 4 per cent. interest for educational purposes, including the cost of articles, examination expenses, professional society fees and sessional fees for diploma and degree courses. The loans are granted subject to deposit of security or guarantee by sureties.

APPENDIX VII

See Chapter VIII (4), p. 47.

USE MADE BY LOCAL GOVERNMENT OFFICERS OF UNIVERSITY FACILITIES

LONDON

See Chapter VIII (2) and (3) of this Book (pp. 42 and 44).

COUNTIES

Buckinghamshire.—Advantage is taken of an occasional short course on central and local government given by the Oxford Delegacy for Extra-Mural Studies.

Cheshire.—Reliance is placed on one-year and three-year courses provided by the Workers' Educational Association.

Glamorganshire.—The South Wales District Committee of Local Government Officers are negotiating with the University of Wales for the institution of an external diploma in public administration.

Norfolk.—Officers rely on external study in preparation for external diplomas.

East Suffolk.—University terminal courses and extension lectures are available for local government officers.

COUNTY BOROUGHES

Birmingham.—Occasional public lectures, *e.g.*, on town planning, are instituted by the Birmingham University. The Regional Group of the Institute of Public Administration has arranged special courses at the University.

Bournemouth.—Use has been made of various extra-mural courses held particularly in the autumn and spring terms.

Exeter.—Extra-mural courses are held at Exeter University College in preparation for the intermediate examination of the National Association of Local Government Officers.

NON-COUNTY BOROUGHES AND URBAN DISTRICTS

The facilities offered by the universities are known and

APPENDIX VII

utilized though the question of proximity of the student to the place where the course is held is an important one.

INSTITUTE OF PUBLIC ADMINISTRATION—BRANCHES

The university facilities are fairly well known to the branches and they are generally prepared to co-operate when any question of extending those facilities is raised.

Central Regional Group.—An intra-mural course for a diploma in public administration has been established by the University of Leeds and the Group does what it can to bring this course to the notice of public officers. Some members of the Group have obtained the diploma and others are attending the course.

Edinburgh.—Some officers take advantage of the university law and commerce courses, in which administrative law, constitutional law, constitutional history, and economics can be included. There is also a course in social study and training affiliated to the university. Negotiations are on foot for the institution of a diploma and certificate in public administration at the university.

NATIONAL ASSOCIATION OF LOCAL GOVERNMENT OFFICERS— BRANCHES

The various university facilities are fairly well known and courses for the diploma in public administration, where that diploma has been instituted, have attracted local government officers. But there are still universities which have no courses specially planned to meet the requirements of local government officers.

APPENDIX VIII

See Chapter IX, p. 54.

USE MADE BY LOCAL GOVERNMENT OFFICERS OF ADULT EDUCATION CLASSES

LONDON

Adult education classes are available in the evening institutes of the London County Council, in various polytechnics and in the various working class settlements, but it is not possible to say to what extent they have been utilized by local government officers.

COUNTIES

Buckinghamshire (also *Cheshire*, *Somersetshire*, and *East Suffolk*).—The adult education classes are well known and some local government officers attend, particularly when the subject studied is politics or economics.

West Suffolk.—The Joint Committee for Tutorial Classes at the University College of Southampton has provided courses in economics and sociology and in special subjects such as local government and town planning. It is understood that the committee would consider applications for the institution of further classes.

COUNTY BOROUGHs

There are numerous adult education classes covering a wide range of subjects such as history, biology, economics and finance, international affairs, and psychology. Excellent pamphlets (*e.g.*, at *Manchester*) are published setting out the details of the classes available. Activities of this nature are thus reported at *Birmingham*, *Bournemouth*, *Brighton*, *Croydon*, *Exeter*, *Northampton*, *Rotherham* and *West Ham*. Classes in local government are reported from *Barrow-in-Furness*, *Birkenhead*, *Liverpool*, *St. Helens*, *Southampton*, in economics at *Burton-upon-Trent* and *Cardiff*, in psychology at *Norwich* and in civics at *Sheffield*. Some authorities (*e.g.*, *Wolverhampton*) do not provide classes but make grants to the Workers' Educational Association.

APPENDIX VIII

NON-COUNTY BOROUGHES

Chesterfield (also *Rawtenstall*).—Various classes are provided in co-operation with the Workers' Educational Association.

Crewe.—Classes in public administration are held.

Gillingham.—Classes in local government are held.

URBAN DISTRICTS

Barry (also *Dagenham*).—Classes in literary subjects are held.

Newton-in-Makerfield.—There are prospects of arrangements being made in co-operation with the Workers' Educational Association and the National Association of Local Government Officers to set up classes likely to interest local government officers.

Wembley.—Classes in local government are held.

Woking.—The clerk of the Council (Dr. F. H. Smith, LL.D., D.Litt.) gave a course of 24 lectures on local government in 1935-36. There were too many students for one class and a second class had to be held.

INSTITUTE OF PUBLIC ADMINISTRATION—BRANCHES

Advantage is taken in some cases of adult education classes.

Edinburgh.—Classes in economics are held and attract some local government officers.

Glasgow.—A number of classes have been arranged, in conjunction with the West of Scotland Joint Committee on Adult Education, in law, economics and citizenship (including administration and local government).

NATIONAL ASSOCIATION OF LOCAL GOVERNMENT OFFICERS— BRANCHES

Some local government officers attend adult education classes. Classes in social service and local government of necessity appeal to local government officers, but, without some national scheme which would stimulate the study of public administration, it is doubtful if there would be sufficient demand to justify the provision of special classes for local government officers.

APPENDIX IX

See Chapter XI, p. 61.

ATTENDANCE OF LOCAL GOVERNMENT OFFICERS AT SUMMER AND WEEK-END SCHOOLS

TYPICAL EXAMPLES OF FACILITIES AFFORDED TO OFFICERS TO ATTEND SUMMER SCHOOLS ORGANIZED BY THE NATIONAL ASSOCIATION OF LOCAL GOVERNMENT OFFICERS

Cardiff.—The Municipal Officers' Association have sent the winner of an essay competition to one of these schools.

Manchester.—Money grants have been made to officers by their departments, by the Municipal Officers' Guild and by the local branch of the National Association of Local Government Officers to enable them to attend these summer schools.

Norfolk.—The local branch of the National Association of Local Government Officers has made grants to officers to enable them to attend these schools.

Somerset.—The county council have granted leave of absence with pay to attend these schools to two successful candidates in an essay competition arranged by the local branch of the National Association of Local Government Officers.

West Sussex.—The county council have granted leave of absence to officers to attend these schools.

SUMMER SCHOOLS

Swansea.—Summer schools in engineering and social science have been held under the auspices of the Barry Education Committee.

Scotland.—The National Association of Local Government Officers holds a summer school for its members at St. Andrews University and a similar school is organized by the Workers' Educational Association.

APPENDIX IX

WEEK-END SCHOOLS

Cambridge.—Week-end schools have been held under the auspices of the eastern district area education committee of the National Association of Local Government Officers.

Liverpool.—A week-end school in public administration has been held.

Manchester (and Liverpool).—An annual week-end school is arranged jointly by the Manchester and the Liverpool area education committees of the National Association of Local Government Officers. The school meets on Saturday afternoons and Sundays and there are usually two lectures and a debate. Promotion problems and the relation of the town clerk's department to other municipal departments were the subjects discussed in 1936.

APPENDIX X

See Chapter XV (2), p. 76.

ALLOWANCE BY LOCAL AUTHORITIES TO OFFICERS OF TIME OFF TO ATTEND LECTURES AND EXAMINATIONS

LONDON

London County Council.—Time off with pay is allowed for attendance at examinations but not for attendance at lectures.

Metropolitan Borough Councils.—Some councils are prepared to allow time off for lectures in suitable cases. Some councils allow time off to health visitors in order to attend a post-certificate course, and to other officers to attend anti-gas schools and courses on the purification of bath water.

COUNTIES

The practice varies. In some cases the time granted has to be made up. In *Suffolk*, the assistant inspector of midwives has been allowed fees and travelling expenses in order to obtain the midwife-teacher's diploma.

COUNTY BOROUGHES

Generally, time off seems to be quite frequently allowed. In some boroughs, delegates (including health visitors) are sent to annual conferences.

Birkenhead.—Officers are allowed to leave half an hour early in order to travel to the university for the lectures for the diploma in public administration, and they are also allowed time off for the diploma examination.

Croydon.—Engineering students are allowed one day off per week to attend polytechnic classes.

Manchester.—Employees up to 21 years of age are allowed time off to attend approved courses, the fees being paid by the employing department. The grant of assistance to employees over 22 years of age is left to the discretion of the committee (subject to the approval of the establishment com-

APPENDIX X

mittee) but only for exceptional reasons is assistance given to an employee whose salary exceeds £3 14s. a week.

Salford.—Officers up to 21 years of age are allowed to attend day courses related to the work of the employing departments. The fees (up to £10) of such officers attending day or evening courses are paid by the corporation. As regards officers over 21 years of age, loans (repayable free of interest) are made by the corporation to cover the cost of books, class, coaching and examination fees.

Wallasey.—Officers of the gas department have been allowed time off to travel to Wigan to do the practical work required for the London degree of B.Sc.(Engineering).

Wolverhampton.—The housing department has released one officer to take building courses; the electricity department has released two students; and the public assistance department has allowed one student to attend a commerce course on two half-days a week.

NON-COUNTY BOROUGHs

The practice varies. Some authorities allow time off liberally, others allow time off only in exceptional circumstances in certain departments for lecture courses and for examinations. Sometimes, where evening work is necessary owing to committees meeting in the evenings, the rule has been made that officers studying for an examination are not expected to work after 5 p.m. and, if they do work after that hour, they are allowed the equivalent time off during normal office hours.

URBAN DISTRICTS

Some councils allow time off liberally and many are prepared to consider reasonable applications on their merits. In some cases, sanitary inspectors have been allowed time off to attend courses of instruction by the Royal Sanitary Institute for the meat certificate, but, occasionally, officers concerned have undertaken to make up for lost time in the evenings.

INSTITUTE OF PUBLIC ADMINISTRATION—BRANCHES

Time off for attendance at approved classes is allowed,

POST-ENTRY TRAINING FOR LOCAL GOVERNMENT OFFICERS

though sometimes only to a limited extent. Occasionally, leave of absence without pay has been granted to an officer in order to enable him to take a special university course.

NATIONAL ASSOCIATION OF LOCAL GOVERNMENT OFFICERS— BRANCHES

Time off for attendance at lectures is generally allowed, but the grant of facilities is usually more liberal with the larger employing authorities.

APPENDIX XI

See Chapter XV (3), p. 78.

AWARD BY LOCAL AUTHORITIES OF MONEY GRANTS OR INCREMENTS OF PAY TO OFFICERS WHO PASS APPROVED EXAMINATIONS

LONDON

London County Council.—No such awards are made.

Metropolitan Borough Councils

The practice varies, but quite a large number of councils do make these awards.

Hackney.—A money grant of £25 is made in respect of various approved examinations, details of which are set out in *Schedule XVII*¹ to this book.

Lambeth.—Grants of £15 or £30 are made to officers who successfully pass the intermediate or final stage of six approved examinations.

St. Marylebone.—The practice is to award £5 for the passing of the preliminary stage, £10 for the intermediate stage and £20 for the final stage of various approved examinations.

St. Pancras.—The practice of making such awards is confined to officers on the library staff and they receive a double increment on passing the examinations of the Library Association.

Westminster.—Accelerated increments are awarded to officers who obtain professional qualifications.

COUNTIES

Many councils award money grants or increments to officers who pass approved examinations.

Cornwall.—The practice is to grant £10 in the case of the intermediate stage and £20 in the case of the final stage of the examinations for a university degree, for the university

¹ See p. 200.

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diploma in public administration and for certain approved professional qualifications.

Essex.—Special increments are granted to officers who obtain approved qualifications but in no case in excess of the maximum of the scale of salary.

West Sussex.—An increment of £7 10s. a year is paid to not more than five officers in the treasurer's department who pass the final examination of the Society of Incorporated Accountants and Auditors or of the Institute of Municipal Treasurers and Accountants.

COUNTY BOROUGHs

A few councils do not make any awards of this nature but a very large number do.

Birmingham.—Money grants varying from £15 to £25 are paid to officers who pass the final examinations for university degrees and those of approved professional bodies.

Bristol.—Increments of salary are granted of £10 a year for an intermediate examination and £20 a year for a final examination appropriate to the work of the employing department.

Cardiff.—Officers in the town clerk's department who obtain the diploma in public administration receive an additional increment of £20 a year.

Exeter.—An additional increment of salary is granted to officers who pass the appropriate examination qualifying for posts carrying a salary in excess of £180 a year.

Leeds.—Money grants are paid of £10 on passing the intermediate stage and £20 on passing the final stage of approved examinations, except where the passing of such examinations is a condition of service. In addition, the examination fees of officers under 21 years of age are paid.

Sheffield.—Money grants are paid of £10 for one intermediate stage and of £15 for one final stage of 30 approved examinations including the university diploma in public administration.

Wolverhampton.—A money grant of £10 is paid to an officer who passes an approved intermediate examination and an additional increment is paid to him on passing the final examination. (One student qualified for a grant of £10 in 1936.)

APPENDIX XI

NON-COUNTY BOROUGHES

The practice varies but in many cases increments or money grants are awarded. Sometimes the awards are made only to officers who gain exceptional examination successes. In some cases, where no such awards are made, promotion from one grade of the clerical class to another is dependent on the passing of approved professional or technical examinations.

URBAN DISTRICTS

The practice of making such awards is prevalent.

Barry.—Money grants are paid of £10 on the passing of the intermediate stage and of £20 on passing the final stage of the examinations of approved bodies and promotion is dependent on the passing of these examinations.

Caterham.—Similar grants not exceeding 5 guineas in each case are made.

Woking.—Grants are occasionally made to officers who pass the examinations of the University of London or the Rating and Valuation Officers' Association. For certain posts applications are considered only from candidates with approved qualifications and the acquisition of higher qualifications is not then specially recognized.

INSTITUTE OF PUBLIC ADMINISTRATION—BRANCHES

Money grants or increments are payable in a large number of cases.

Edinburgh.—As post-entry training is now really compulsory for junior entrants, no specified money grants or increments of pay are provided. Under the grading schemes, financial assistance is available to meet fees and the cost of books in connexion with the attendance of officers at approved classes. In practice this assistance is granted only in the case of junior officers attending evening classes under the education committee and does not extend to university or correspondence class fees for degrees.

NATIONAL ASSOCIATION OF LOCAL GOVERNMENT OFFICERS— BRANCHES

Money grants or increments are generally paid by local employing authorities and the Association is interested in extending such awards.

APPENDIX XII

See Chapter XV (4), p. 81.

VIEWS OF PROFESSIONAL AND TECHNICAL ASSOCIATIONS AS TO THE VALUE OF THE POSSESSION OF THE DIPLOMAS AWARDED BY THEM

ACCOUNTANTS

Corporation of Accountants.—Grants up to £25 are often given by local authorities to their employees on passing the intermediate and final examinations of the Corporation. This is a definite incentive to young officers to further their education.

Institute of Municipal Treasurers and Accountants.—Advertisements for senior positions in finance departments of local authorities usually state that applicants must possess the final examination certificate of the Institute. Many local authorities make special payments or grant special increments to employees who pass the examinations of the Institute.

ARCHITECTS

Incorporated Association of Architects and Surveyors.—The Association is consulted by several municipal departments as to filling staff vacancies.

AUCTIONEERS, &c.

Auctioneers' and Estate Agents' Institute.—Many local authorities stipulate for membership of the Institute as a qualification.

Incorporated Society of Auctioneers and Landed Property Agents.—Membership of the Society is recognized by local authorities either as a condition of appointment or a title to an increase in salary.

BATH SUPERINTENDENTS

National Association of Bath Superintendents.—Member-

APPENDIX XII

ship of the Association is of undoubted advantage in applying for vacancies as superintendents. Local authorities have in some cases restricted applications to members of the Association and, in others, have shown a preference for such members when filling a vacancy.

ENGINEERS

Association of Supervising Electrical Engineers.—Membership of the Association is recognized among many employers as one of practical qualification, and many employers approach the Association when they have vacancies for supervising electrical engineers.

Institution of Municipal and County Engineers.—A large number of local authorities require candidates for engineering and surveying posts to have passed the appropriate examination of the Institution, and some authorities give an increase in salary or a bonus to employees on passing such examination.

HOUSING ESTATE MANAGERS

Society of Women Housing Estate Managers.—Some local authorities give an extra increment of salary to women housing assistants who have passed their professional examination.

LIBRARIANS

Library Association.—Advertisements for senior officers usually call for the appropriate qualification. A bonus or increment is often given upon the passing of the examinations of the Association, or promotion is barred without the appropriate qualification. Tuition and examination fees are paid by local authorities under varying conditions.

MENTAL HOSPITALS STAFF

Incorporated Association of Clerks and Stewards of Mental Hospitals.—Nearly all the visiting committees throughout England and Wales have adopted the recommendations of the Mental Hospitals Association as to recognizing the diploma of the Clerks' and Stewards' Association and as to granting special increments to successful examinees. Those committees, in making new appointments, invariably require that applicants shall be qualified by examination.

POST-ENTRY TRAINING FOR LOCAL GOVERNMENT OFFICERS

POOR LAW STAFF

National Association of Administrators of Local Government Establishments.—In many instances, local authorities recognize the possession of the certificate of the Poor Law Examinations Board by the addition of £10 or £20 to the scale salary.

National Association of Relieving Officers.—Advertisements for the post of relieving officer invariably include the possession of the certificate of the Poor Law Examinations Board.

PUBLIC HEALTH STAFF

Institute of Public Cleansing.—A few local authorities recognize in a practical way the qualifications of members of the Institute.

Sanitary Inspectors' Association.—The possession of the diploma granted by the Joint Examination Board is now practically indispensable for all appointments as sanitary inspectors approved by the Minister of Health, and employing authorities generally require their sanitary inspectors to be in possession of that diploma.

RATING STAFF

Incorporated Association of Rating and Valuation Officers.—Most of the larger local authorities recognize in a practical way the additional value to them of officers in possession of the diploma of the Association.

SECRETARIES

Chartered Institute of Secretaries.—Many employing local authorities offer practical encouragement to members of their staffs to study for the examinations of the Institute.

SEWAGE STAFF

Institute of Sewage Purification.—The practical recognition by employing local authorities of the certificate of the Institute is increasing. Some authorities have stipulated in advertisements that applicants for posts as sewage works managers must have that certificate.

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SURVEYORS

Chartered Surveyors' Institution.—Local authorities are increasingly recognizing the value of membership of the Institution for appointments as valuation officers, quantity surveyors, land agents and estate managers. The Lancashire County Council make promotion dependent upon the possession of a professional diploma (including the diploma of this Institute).

TOWN PLANNING STAFF

Town Planning Institute.—Many local authorities stipulate when advertising town planning posts that candidates must hold the diploma of the Institute.

APPENDIX XIII

See Chapter XVI (1), p. 85.

ESTABLISHMENT OF A CENTRAL ADVISORY COMMITTEE

PART I—VIEWS OF LOCAL AUTHORITIES

LONDON

London County Council.—The Council has been a prime mover in establishing a central advisory committee.

Metropolitan Borough Councils.—In some cases, the view is held that such co-ordination is impossible unless the municipal service is organized on a civil service basis. In other cases, it is suggested that officers should be notified of the advantages of training and that facilities for such training should be provided but that the matter should be allowed to rest there. A further view taken is that the time is ripe for co-ordinating post-entry training on a national basis, provided that local authorities agree to have due regard to, and to give full recognition to, the results of the training in so far as they affect appointments and salary.

COUNTIES

In some cases it is suggested that a national committee should be appointed to pool the ideas of area or regional committees, thus providing greater facilities for the transfer of officers between authorities. It is also suggested that the co-ordinating body for national purposes should be the National Whitley Council.

COUNTY BOROUGHs

Many boroughs favour the setting up of a central advisory committee, though some are sceptical of the value of a central co-ordinating body.

Liverpool.—A central committee would probably lead to more uniformity throughout the country as well as to a closer binding together of the municipal service as one entity and would make post-entry training more attractive.

Southampton.—Central co-ordination is essential, having

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regard to the varied facilities for training offered to ambitious officers by the universities, the evening classes of the local education authorities and the correspondence courses of various educational, technical and professional associations. Such co-ordination would enable officers to obtain the best possible advice as to their future careers and, it is hoped, would ensure that appropriate facilities were available for training them for those careers. It is suggested that co-ordination could be obtained through the offices of the appropriate Ministry and of the local authorities, thus obviating the establishment of additional committees not connected with local authorities.

Wallasey.—Since there are so many different technical qualifications required in the various departments of the local authorities, it would be preferable to improve the present system, whereby different bodies deal with different technical matters, rather than to provide special training in administration.

NON-COUNTY BOROUGHs

It is pointed out that while there is no need for central co-ordination in relation to those officers whose post-entry training consists in qualifying for the appropriate professional examination, there is a need for systematic training for officers engaged on administrative work and that a central committee on a national basis would be preferable for this purpose. It is suggested in one instance that the present arrangements must continue until provision is made on a national scale for time off for post-entry training.

URBAN DISTRICTS

Varying views are taken but on the whole the balance of opinion would appear to be in favour of the establishment of a central co-ordinating authority.

INSTITUTE OF PUBLIC ADMINISTRATION—BRANCHES

The general opinion is in favour of the establishment of a central co-ordinating body.

NATIONAL ASSOCIATION OF LOCAL GOVERNMENT OFFICERS— BRANCHES

Central co-ordination would be desirable in so far as effect

POST-ENTRY TRAINING FOR LOCAL GOVERNMENT OFFICERS

could be given to the policy of making qualifications obtained in one area readily acceptable by authorities in other areas.

PART II—VIEWS OF TECHNICAL AND PROFESSIONAL ASSOCIATIONS

A. Associations who would be prepared to co-operate

Corporation of Certified Accountants.
Association of Architects and Surveyors.
Society of Auctioneers and Landed Property Agents.
Library Association.
National Association of Administrators of Local Government Establishments.
National Association of Relieving Officers.
Sanitary Inspectors' Association.
Chartered Institute of Secretaries.
Association of Rating and Valuation Officers.
Institute of Sewage Purification.

B. Associations who would be prepared to consider the details of any proposed scheme for the co-ordination of post-entry training of local government officers

Institute of Municipal Treasurers and Accountants.
National Association of Bath Superintendents.
National Association of Cemetery and Crematorium Superintendents.
Institute of Municipal and County Engineers.
Society of Women Housing Estate Managers.
Institute of Park Administration.
Local Government Clerks' Association.
Chartered Surveyors' Institution.
Town Planning Institute.

C. Associations with particular views

Corporation of Accountants.—The Corporation admit that training would be primarily of importance to officers employed by local and public authorities, but suggest that many other members of the accountancy profession would be likely to avail themselves of the opportunity to obtain a greater knowledge of public administration.

Catchment Boards Association.—A generally accepted qualification for administrative officers, such as would be

possible under a co-ordinated system of training, would be a great improvement.

National Association of Administrators of Local Government Establishments.—The Association have paid special attention to the question of refresher courses and consider that close co-operation with other forms of social service is of considerable value to their members.

National Association of Bath Superintendents.—The Association have experienced difficulty in devising a course of instruction for their examination syllabus. They find that the courses arranged by local education authorities are usually of a general character and do not meet their requirements. They point out that a general course of bacteriology would probably include food and sewage while water might be the subject of one lesson only, and swimming-bath water might not be even mentioned.

National Association of Cemetery and Crematorium Superintendents.—The Association point out that the work of their members is of a specialized nature in its practical administrative application and not of interest to the general local government officer. It is, therefore, doubtful how far their members would profit from a co-ordinated system of training.

Institute of Sewage Purification.—The Institute draws its members from two sources. Some before entry into the local government service have qualified in science at the universities or technical schools and have had specialized training or have served an apprenticeship in chemistry, engineering or agriculture. Others who have entered the service at an early age, attend evening classes or take courses of study in those subjects in order to qualify as sewage works managers, attend the district meetings and lectures of the Association, and pay visits to sewage purification works. Any scheme of co-ordination of training would require to take cognizance of these needs.

APPENDIX XIV

See Chapter XVI (2), p. 87.

ESTABLISHMENT OF REGIONAL COMMITTEES

PART I. VIEWS OF LOCAL AUTHORITIES

COUNTIES

It is suggested that area or regional committees should be set up either on the lines of the area education committees established by the National Association of Local Government Officers or by duly constituting Whitley Committees in all localities.

COUNTY BOROUGHES

Liverpool.—Local co-ordination has been achieved to some extent in connexion with the courses for the diploma in public administration of the University of Liverpool with the co-operation of the area education committee of the National Association of Local Government Officers and the local group of the Institute of Public Administration.

Northampton.—Considerable expense and effort would be saved to pupils if there were co-ordination between adjoining areas. For instance, if the Northampton College were recognized as a central college, there might be sufficient students from the borough and the adjoining areas to form a suitable course for municipal officers, whereas the number from the borough alone would probably not justify the formation of such a course.

NON-COUNTY BOROUGHES

As regards non-county boroughs, different views are held as to the advantage of co-ordinating post-entry training. In several cases, it is thought that co-ordination by means of regional committees would be of assistance but, in areas not densely populated, it is doubted whether such co-ordination would be of practical value.

URBAN DISTRICTS

Varying views are taken but on the whole the balance of

APPENDIX XIV

opinion would appear to be in favour of co-ordination, on a regional basis at first, to be followed by the establishment of a central authority. It is remarked that any scheme of regional or national co-ordination would require careful consideration by the representatives of those versed in specialized education and those having long practical experience of the everyday needs of the local government service in the several types of local authorities. It is also pointed out that, having regard to the difficulties encountered in connexion with the attempts to set up regional Whitley Councils, there may be difficulty in setting up regional authorities for the co-ordination of post-entry training.

INSTITUTE OF PUBLIC ADMINISTRATION—BRANCHES

In some cases it is thought that a system of regional committees (perhaps utilizing the machinery of the Whitley councils) would be of use.

Edinburgh.—There are in existence a large number of organizations which conduct examinations in law, accountancy, secretarial work, architecture, engineering and surveying. Training for these examinations already provides sufficient theoretical instruction in fundamental principles and the application of these principles to the work of local government can best be acquired by experience. Since it is, in many cases, essential for officers to specialize in a particular branch of work (law, accountancy, &c.) and bearing in mind that such officers usually seek advancement in their own specialized sphere, the only scope for post-entry training would be instruction in the general principles of public administration. The next step would, therefore, be the provision, in conjunction with the various universities and colleges, of regional facilities for such instruction and for examination therein.

NATIONAL ASSOCIATION OF LOCAL GOVERNMENT OFFICERS— BRANCHES

The Association has set up a system of area education committees and the general view of the branches of the Association is that consideration might well be given to the co-ordination of post-entry training on a local basis. The Manchester branch of the Association has formed a group for research in administration and sociology and is conducting an

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inquiry into the question of post-entry training under the Manchester Corporation.

PART II. VIEWS OF TECHNICAL AND PROFESSIONAL ASSOCIATIONS

The views of technical and professional associations on this matter are akin to their views concerning the establishment of a central advisory committee as set out in Part II of *Appendix XIII*.¹

¹ See p. 144.

SCHEDULES.



SCHEDULE I

See Chapter II, p. 16.

QUESTIONNAIRES

(A) TO LOCAL AUTHORITIES AND BRANCHES OF THE INSTITUTE OF PUBLIC ADMINISTRATION AND OF THE NATIONAL ASSOCIATION OF LOCAL GOVERNMENT OFFICERS.

I. (a) What demand is there among municipal servants for systematic post-entry training and from what classes does the demand proceed?

(b) As regards any such demand, is there any distinction to be made between servants engaged on professional work and those engaged on general administrative work?

(c) How far do professional servants desire knowledge of the principles of public administration?

II. (a) What facilities exist in your area for the provision of further education and training for municipal servants?

(b) Are there any University courses? If so, are they (i) residential, (ii) intra-mural, or (iii) extra-mural?

(c) What evening classes are provided by local education authorities?

(d) Are any classes conducted in connexion with the adult education movement? If so, in what subjects?

(e) What correspondence courses are available?

(f) What arrangements are made for holding summer or week-end schools?

(g) Are any lectures organized by the local authority for the servants in its employ? Are these day or evening lectures? Are they held regularly throughout the year? Do they form part of a systematic course or are they merely lectures on isolated subjects?

III. How far do existing facilities provide courses of study increasing in standard from elementary to higher and thence to University standard?

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IV. (a) Is it possible to assess the practical value of training schemes to the persons trained?

(b) Are any scholarships, exhibitions or prizes awarded in connexion with any training classes held in your area?

(c) Is there any recognition by employing authorities of the practical value of trained servants, e.g.—

(i) by allowing servants time off during office hours to attend lectures;

(ii) by awarding them money grants or increments of pay when they pass examinations; and

(iii) by taking into account, when making promotions, either

(a) qualifications obtained after entry into the service; or

(b) attendance at special courses of training?

V. Is the time ripe for co-ordinating post-entry training—

(a) on a local basis by means of area or regional committees; or

(b) on a national basis by means of a central advisory committee?

VI. Have you any general suggestions or observations to offer on this subject?

(B) TO PROFESSIONAL AND TECHNICAL ASSOCIATIONS AND WHITLEY COUNCILS

I. Does your association award any diplomas? If so, what examinations have to be passed in order to obtain them, and what examination fees are charged?

II. Are any scholarships, exhibitions, or prizes awarded on examination results?

III. Where do students obtain tuition in preparation for your examinations—

(a) Have you made any arrangements for the provision of classes

(i) with the local authorities from whom your students are recruited;

SCHEDULE I

(ii) with any and, if so, what local education authorities?

(b) Is tuition given by means of correspondence courses; if so, who are the tutors and what fees are charged?

IV. Does your association issue a journal? If so, do your members contribute articles on subjects they have studied?

V. Does your association foster research among its members? Are any financial grants made for that purpose?

VI. Does your association hold

(a) summer or week-end schools;

(b) conferences and, if so, how often?

VII. (a) How far do members of your professional association desire knowledge of the general principles of public administration?

(b) Would you advise them to seek to obtain, in addition to their professional diploma, a degree or diploma in public administration?

VIII. Is there any practical recognition by employing local authorities of the additional value to them of servants in possession of any such professional diploma as you may award?

IX. Would your association be willing to co-operate in any scheme for the co-ordination of post-entry training of municipal servants

(a) on a local basis by means of area or regional committees, or

(b) on a national basis by means of a central advisory committee?

X. Have you any general suggestions or observations to offer on this subject?

(C) TO UNIVERSITIES AND UNIVERSITY COLLEGES

I. Does your university (or college) award a degree or diploma in public administration either as a separate subject or as a part of some other, and, if so, which, subject?

POST-ENTRY TRAINING FOR LOCAL GOVERNMENT OFFICERS

II. Is the degree or diploma for (a) internal students; (b) external students?

III. If not, would there be any possibility of your university (or college) awarding a degree or diploma in public administration for both internal and external students, if the demand arose therefor in your area?

IV. Has your university (or college) any system of extra-mural courses at which students can obtain tuition leading up to a diploma or degree in public administration?

V. Are any week-end or summer schools held at your university (or college) with tuition in public administration?

VI. Does your university (or college) co-operate with local authorities in awarding any exhibitions or scholarships for courses of study in public administration?

VII. Can you give the results of the examination for any degree or diploma in public administration during the years 1933 to 1936 inclusive, showing in respect of each year the number of (a) candidates, (b) honours, (c) passes, (d) failures?

SCHEDULE II

See Chapter II, p. 17.

LIST OF DESIGNATED POSTS OF OFFICERS (79) OF AN URBAN DISTRICT COUNCIL

Department	Post	No.
Clerk's	Clerk and Solicitor - - -	1
	Assistant Clerk - - -	1
	Clerk - - -	1
	Typists - - -	2
Treasurer's	Treasurer - - -	1
	Chief Assistant - - -	1
	Collector - - -	1
	Clerks - - -	8
	Typist - - -	1
Valuation	Valuation Officer - - -	1
	Clerks - - -	2
Surveyor's	Surveyor - - -	1
	Assistant Surveyor - - -	1
	Engineering Assistants - - -	3
	Clerk - - -	1
	Road Foreman - - -	1
	Typist - - -	1
	Storekeeper - - -	1
Library	Librarian - - -	1
	Assistants - - -	2
Health	Medical Officer - - -	1
	Sanitary Inspectors - - -	2
	Health Visitor - - -	1
	Hospital Matron - - -	1
	Hospital Sister - - -	1
	Hospital Nurses - - -	7
	Clerk (Health) - - -	1
	Clerk (Maternity and Child Welfare) - - -	1
Cemetery	Foreman - - -	1
	Registrar - - -	1

POST-ENTRY TRAINING FOR LOCAL GOVERNMENT OFFICERS

Department	Post	No.
Town Hall	Hallkeeper - - - -	1
Gas	Engineer and Manager - -	1
	Chief Clerk - - - -	1
	Clerks - - - -	2
	Chemist - - - -	1
	Salesman - - - -	1
	Meter Inspectors - - -	4
	Typist - - - -	1
	Foreman - - - -	1
Water	Engineer - - - -	1
Electricity	Engineer and Manager - -	1
	Plumber Joiner - - -	1
	Sub-Station Attendant - -	1
	Distribution Assistant - -	1
	Junior Engineering Assistant -	1
	Consumer's Engineer - -	1
	Showroom Assistant - - -	1
	Mains Foreman - - - -	1
	Canvasser - - - -	1
	Clerks - - - -	4
	Meter Reader - - - -	1
Housing and Works	Housing Director - - -	1
	Clerk - - - -	1

SCHEDULE III

See Chapter II, p. 18.

CLASSES OF PROFESSIONAL AND TECHNICAL OFFICERS EMPLOYED IN THE LOCAL GOVERNMENT SERVICE

Accountants	Public Health—
Actuaries	Agricultural staff
Air Raid Protection staff	Analysts
Architects	Bath Superintendents
Auctioneers	Cemetery Superintendents
Banking staff	Chemists
Builders	Children's Care
Education—	Organizers
Directors and Secretaries	Cleansing staff
Inspectors and Organizers	Dentists
School Attendance Superintendents	Health Visitors
Engineers	Institutions—
Entertainment Managers	Almoners
Housing Estate Managers	Clerks and Stewards
(Women)	Medical Practitioners
Insurance staff	Midwives
Lawyers	Nurses
Librarians	Sanitary Inspectors
Mental Hospital staff	Sewage Disposal staff
Museums staff	Veterinary Inspectors
Park Superintendents	Veterinary Surgeons
Public Assistance—	Rating Officers
Clerks	Registrars
Institution and Hospital	Secretaries
Officers	Surveyors
Relieving Officers	Town Planning staff
Public Control—	Transport staff
Inspectors of gas, explosives, petroleum, shops, weights and measures	Valuers

SCHEDULE IV

See Chapter II, p. 18.

PROFESSIONAL OR TECHNICAL QUALIFICATIONS OF OFFICERS IN THE LOCAL GOVERNMENT SERVICE, INCLUDING ACADEMIC QUALIFICA- TIONS AND ASSOCIATIONS OF WHICH SUCH OFFICERS ARE MEMBERS

(The letters in brackets are those used by
fellows (or members) of the associations concerned.)

ACCOUNTANTS

Institute of Chartered Accountants in England and Wales
(F.C.A.) (1880).

Society of Incorporated Accountants and Auditors
(F.S.A.A.) (1886).

Society of Accountants in Edinburgh (1854).

Institute of Accountants and Actuaries in Glasgow (1855).

Society of Accountants in Aberdeen (1867).

London Association of Certified Accountants, Limited
(F.L.A.A.).

Corporation of Accountants, Limited, Glasgow
(F.C.R.A.) (1891).

(The above are recognized by sec. 239 (3) (b) of
the Local Government Act, 1933.)

Institute of Chartered Accountants in Ireland (1888).

Institute of Municipal Treasurers and Accountants
(F.I.M.T.A.).

Institute of Cost and Works Accountants (F.C.W.A.).

(The above are of high status.)

Association of International Accountants (F.A.I.A.).

Association of Local Government Financial Officers.

British Association of Accountants and Auditors, Man-
chester.

Institute of Company Accountants, Birmingham.

Institution of Certified Public Accountants.

SCHEDULE IV

ACTUARIES

Institute of Actuaries (F.I.A.).
Faculty of Actuaries in Scotland.

AIR RAID PROTECTION STAFF

Air Raid Protection Institute.

ARCHITECTS

Royal Institute of British Architects (F.R.I.B.A.)—Title of "chartered architect."
Incorporated Association of Architects and Surveyors (F.I.A.A. and F.I.A.S.).
Faculty of Architects and Surveyors (F.F.A.S.).
Royal Incorporation of Architects in Scotland.
Royal Institute of Architects of Ireland (F.R.I.A.I.).
Ulster Society of Architects (Incorporated).
Association of Architects, Surveyors and Technical Assistants.
"Unattached" Architects' Representatives' Association.
Architectural Association (London)—Club and School.
Architects (Registration) Act, 1931—Title of "registered architect."

AUCTIONEERS

See "Surveyors."

BANKING STAFF

Institute of Bankers.

BUILDERS

Institute of Builders (F.I.I.B.).

EDUCATION STAFF

Directors and Secretaries

Association of Directors and Secretaries for Education.

Inspectors and Organizers

National Association of Inspectors of Schools and Educational Organizers.

School Attendance Superintendents

Association of Superintendents of School Attendance Departments.

ENGINEERS

Institution of Civil Engineers (M.Inst.C.E.)—Title of "chartered civil engineer."

Institution of Mechanical Engineers (M.I.Mech.E.).

Institution of Naval Architects (F.I.N.A.).

Institution of Electrical Engineers (M.I.E.E.).

(The above are of the highest status.)

Institution of Mining Engineers (M.I.Min.E.) (1889).

Institution of Municipal and County Engineers (M.I.M. and Cy.E.) (1893).

Institution of Heating and Ventilating Engineers (1897).

Institution of Automobile Engineers (M.I.A.E.) (1906).

Institution of Structural Engineers (M.I.Struct.E.) (1908).

Institution of Aeronautical Engineers (M.I.Ae.E.) (1920).

Institution of Chemical Engineers (M.I.Chem.E.) (1927).

(The above are junior institutions of high status.)

The Institution of Mines and Metallurgy (M.Inst.M.M.).

Institution of Water Engineers (1886).

Institution of Sanitary Engineers (M.I.San.E.) (1895).

Institution of Gas Engineers (M.I.Gas E.) (1902).

Institution of Fire Engineers (M.I.Fire E.).

(The above are junior institutions of lower status.)

Society of Engineers (F.S.E.) (1854).

Junior Institution of Engineers (1884).

Association of Consulting Engineers (1913).

Institution of Technical Engineers.

Association of Supervising Electrical Engineers.

(The above are protective associations.)

ENTERTAINMENT MANAGERS

Association of Municipal Entertainment Managers.

HOUSING ESTATE MANAGERS

Society of Women Housing Estate Managers (Examinations of Chartered Surveyors' Institution, Royal Sanitary Institute, and B.Sc. (Estate Management) (London)).

INSURANCE STAFF

Chartered Insurance Institute.

Insurance Institute of London.

SCHEDULE IV

LAWYERS

Professional examinations of—

Council of Legal Education—enabling persons to be called to the Bar in order to practise as barristers.

Law Society—enabling persons to qualify for practice as solicitors.

University degrees—

LL.B., B.C.L., LL.M., LL.D.

LIBRARIANS

Library Association (F.L.A.).

Association of Assistant Librarians—Section of the Library Association.

University Diploma in Librarianship.

MENTAL HOSPITAL STAFF

Incorporated Association of Clerks and Stewards of Mental Hospitals.

MUSEUMS STAFF

Museums Association.

PARK SUPERINTENDENTS

Institute of Park Administration.

PUBLIC ASSISTANCE STAFF

Poor Law Examinations Board, Examinations for—

(1) Clerical Assistants.

(2) Institution and Hospital Officers.

(3) Relieving Officers.

National Association of Relieving Officers.

National Association of Administrators of Local Government Establishments.

Local Government Clerks' Association.

PUBLIC CONTROL

Inspectors (gas meters, explosives, petroleum, shops, weights and measures).

Certificate of qualification issued by the Standards Department of the Board of Trade after

POST-ENTRY TRAINING FOR LOCAL GOVERNMENT OFFICERS

examination (*re* inspectors of gas meters and of weights and measures).

National Association of Shop Acts Inspectors.

Incorporated Society of Inspectors of Weights and Measures.

PUBLIC HEALTH

Bath Superintendents

National Association of Bath Superintendents.

Cemetery Superintendents

National Association of Cemetery and Crematorium Superintendents.

Chemists

Institute of Chemistry (F.I.C.).

Pharmaceutical Society (M.P.S.)—Qualification as

(i) Chemist and Druggist.

(ii) Pharmaceutical Chemist.

University degree in Pharmacy.

Cleansing Staff

Institute of Public Cleansing.

Dentists

The practising qualification in dentistry granted by the Royal College of Physicians, the Royal College of Surgeons, the Society of Apothecaries, or one of the universities.

British Dental Association.

Incorporated Dental Society.

Health Visitors

Royal Sanitary Institute—Health visitors certificate.

University diploma.

Institution Staff

Almoners

Institute of Hospital Almoners.

Clerks and Stewards

Poor Law Examinations Board—Examination for Institution and Hospital Officers.

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Corporation of Certified Secretaries—Examinations (preliminary, intermediate and final) in Hospital Administration and Management.

Medical Practitioners

The practising qualification as Licentiate of the Royal College of Physicians (L.R.C.P.) or Member of the Royal College of Surgeons (M.R.C.S.) or as Diplomate of the Society of Apothecaries.

University degrees or diplomas—

M.B., M.D., Ch.B., M.S., D.P.H., &c.

British Medical Association.

Royal Institute of Public Health and Hygiene.

Midwives

Central Midwives' Board—Certificate.

Midwives' Institute.

Nurses

State registered nurses (S.R.N.) are registered under The Nurses' Registration Act, 1919, after attending the prescribed course of training and passing the prescribed examination. There is a general register and five supplementary registers for male, mental, fever, mental defectives and sick children's nurses.

College of Nursing.

British College of Nurses.

Sanitary Inspectors

Royal Sanitary Institute (F.R.S.I.).

Royal Sanitary Association of Scotland.

Sanitary Inspectors' Association.

Sewage Disposal Staff

Institute of Sewage Purification (F.Inst.S.P.).

Veterinary Inspectors and Surgeons

Royal College of Veterinary Surgeons (F.R.C.V.S.).

Affiliated Colleges are—

Royal Veterinary College.

Royal (Dick) Veterinary College, Edinburgh.

National Veterinary Medical Association.

RATING OFFICERS

Incorporated Association of Rating and Valuation Officers (F.R.V.A.).

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REGISTRARS

Registrars' Association.

SECRETARIES

Chartered Institute of Secretaries (F.C.I.S.).

Incorporated Secretaries' Association (F.I.S.A.)—now amalgamated with the Chartered Institute of Secretaries.

Corporation of Certified Secretaries.

National Association of Local Government Officers.

Local Government Clerks' Association.

SURVEYORS

Chartered Surveyors' Institution (F.S.I.).

Auctioneers' and Estate Agents' Institute of the United Kingdom (F.A.I.).

Land Agents' Society (F.L.A.S.).

(The above are of the highest status.)

Incorporated Society of Auctioneers and Landed Property Agents (F.A.L.P.A.).

Incorporated Association of Architects and Surveyors (F.I.A.A. and F.I.A.S.).

National Association of Auctioneers, House Agents, Rating Surveyors and Valuers.

College of Estate Management—providing day, evening and postal tuition for the examinations of the first four of the bodies mentioned above.

TOWN PLANNING OFFICERS

Town Planning Institute (M.T.P.I. and L.M.T.P.I.).

TRANSPORT STAFF

Institute of Transport.

VALUERS

See "Surveyors."

SCHEDULE V

See Chapter III, p. 22.

PROFESSIONAL AND TECHNICAL ASSOCIATIONS —EXAMINATIONS, GRADES OF MEMBERSHIP, FEES, PUBLICATIONS, LIBRARIES, &c.

ACCOUNTANTS

Corporation of Accountants

Preliminary, intermediate and final examinations; fees, 10s. 6d., £1 1s., £1 11s. 6d. Associate Membership and Fellowship certificates. Designation "Corporate Accountant." Letters A.C.R.A., C.R.A., or F.C.R.A. Associates must have had 5 years' professional experience and Fellows must have been Associates for 3 years. Subscriptions—Fellow, £3 3s.; Associate, £2 12s. 6d.; Student, 10s. 6d. Entrance fee (Associate), £3 3s.; Transfer fee (Associate to Fellow), £5 5s. Publication, *Corporate Accountant*, bi-monthly. Research grants are made.

Institute of Cost and Works Accountants

Preliminary, intermediate and final examinations, twice yearly; fees, £1 1s., £1 11s. 6d., £2 2s. Registered students are expected to pass intermediate examination within 3 years and final examination within 5 years from registration. Letters A.C.W.A. and F.C.W.A. Associates must have had 3 years' and Fellows 5 years' professional experience. Subscriptions—Fellow, £3 3s.; Associate, £2 2s.; Student, 10s. 6d. Entrance fee (Student), £1 1s.; Transfer fee (Associate), £1 11s. 6d., (Fellow) £2 2s. Publications, *Cost Accountant*, monthly; reports of annual conferences. Lending Library. Research—Fellows may be required to submit an original thesis. Students' societies are organized.

Institute of Municipal Treasurers and Accountants

Intermediate and final examinations; fees, £2 12s. 6d., £3 3s. Associate certificate awarded on passing final. Fellowship certificate granted to chief financial officers

of local authorities who have been Associates for 5 years. Letters A.I.M.T.A. and F.I.M.T.A. Subscriptions—Fellow, £3 3s.; Associate, £1 1s.; Student, 5s. Publication, *Local Government Finance*, monthly. Research but no grants.

ARCHITECTS

Royal Institute of British Architects

Probationer's qualification, school certificate; intermediate (qualifying for studentship), and final and special final (qualifying for associateship) examinations; fees, £4 4s., £5 5s., £6 6s., £10 10s. Qualifications for licentiatehip, age of 30 years and 10 years' practice (5 years for principals). Special fellowship examination for licentiates, fee, £7 7s. Applicants for all classes of membership must qualify in drawing and design. Exemption from intermediate and final for persons taking 3-year and 5-year courses in approved schools. Designation "Chartered Architect." Letters L.R.I.B.A., A.R.I.B.A., F.R.I.B.A. Entrance fees—Fellow, £6 6s.; Associate, £4 4s.; Licentiate, £3 3s. Subscriptions—Fellow, £5 5s.; Associate or Licentiate, £3 3s.; Student, £1 1s. Publications—*Journal*; *Kalendar* (year book); *Annual Report*. Reference library. Competitions for prizes and studentships.

Incorporated Association of Architects and Surveyors

For Architects, intermediate and final examination; fees, £2 2s. in each case. Designation "Incorporated Architect." Letters A.I.A.A., F.I.A.A.

For Surveyors, as above or direct associateship final examination; fee, £2 2s. Three sections—(1) Quantity Surveyors; (2) Building, Land and Valuing Surveyors; (3) Municipal and Public Works Surveyors. Designation "Incorporated Surveyor." Letters A.I.A.S., F.I.A.S.

Qualifications—for Fellows, age 30 years and 7 years' practice; for Associates, age 21 years and examination or practice; for Licentiates (Architects), age 25 years and 4 years' practice without examination; for Graduates, passing of intermediate examination; for Students, age 16 years, school certificate and professional course of instruction. Entrance fees—Fellow, £3 3s.; Associate or

SCHEDULE V

Licentiate, £2 2s.; Graduate, £1 11s. 6d.; Student, 10s. 6d. Subscriptions—Fellow, £3 3s.; Associate or Licentiate, £2 2s.; Graduate, £1 1s.; Student, £1 1s. Publications—*The Parthenon*, monthly; Year Book. Reference library. Competitions are held yearly for money prizes.

Association of Architects, Surveyors and Technical Assistants

No diplomas are issued and no examinations are held. Publication, *The Keystone*, bi-monthly. Research—members are invited to lecture on special subjects; no grants.

AUCTIONEERS, &c.

Auctioneers' and Estate Agents' Institute

Preliminary, intermediate and final examinations; fees, £1 11s. 6d., £3 3s., £4 4s. Studentship, Licentiateship and Associate certificate on passing these examinations. Fellowship after 5 years' practice. Special certificate in Agricultural Valuations; and Taxation and Rating. Letters A.A.I., F.A.I. Entrance fees—Fellow, £5 5s.; Associate, £3 3s.; Licentiate and Student, £1 1s. Subscriptions—Fellow, £5 5s.; Associate, £3 3s.; Licentiate, £1 11s. 6d.; Student, £1 1s. (lower for provincial members). Monthly journal.

Incorporated Society of Auctioneers and Landed Property Agents

Preliminary, intermediate and final examinations; fees, £1 1s., £2 2s., £2 2s. Letters A.A.L.P.A., F.A.L.P.A. Journal. Research—the Junior Members' Organization offers prizes for essays.

BATH SUPERINTENDENTS

National Association of Bath Superintendents

Examination fee, 10s. 6d. Subjects—administration, book-keeping, engineering and swimming. Certificates of Associateship and Membership. Publication, *Baths and Bath Engineering*. Research—members with special experience read papers at branch meetings. These papers are circulated to other branches.

POST-ENTRY TRAINING FOR LOCAL GOVERNMENT OFFICERS

CEMETERY SUPERINTENDENTS

National Association of Cemetery and Crematorium Superintendents

Preliminary and final examinations (from May, 1937); fees, 10s. 6d., £1 1s. Journal.

ENGINEERS

Institution of Chemical Engineers

Examination qualifying for associate membership; fee, £3 3s. Associate Members (25 years of age plus examination; 30 years of age plus university degree in chemistry or engineering) and Members (32 years of age plus position of independent responsibility). Also Graduates and Students. Letters A.M.I.Chem.E., M.I.Chem.E. Entrance fees—Members, £5 5s.; Associate Members, £3 3s.; Graduates, £1 1s.; Students, 10s. 6d. Transfer fees—Associate Members and Graduates, £2 2s.; Students, 10s. 6d. Subscriptions—Members, £5 5s.; Associate Members, £3 3s.; Graduates, £2 2s.; Students, £1 1s. and 10s. 6d.

Association of Supervising Electrical Engineers

No diplomas or examinations. Members, Associate Members and Associates are admitted according to their professional grade (chief engineers, engineers, mechanics). Publication, *The Electrical Supervisor*, monthly.

Institution of Municipal and County Engineers

Testamur (municipal and county engineering); Certificates in county and highway engineering, building inspection, town planning (joint examination board); Diploma in administration relating to the work of a local government engineer. Letters A.M.Inst.M.&Cy.E., M.Inst.M.&Cy.E. Fees—Testamur, intermediate, £4 4s.; final, £6 6s.; county and highway engineering and town planning, £5 5s.; building inspection and administration, £2 2s. Subscriptions—Members, £2 2s.; Associate Members and Associates, £1 11s. 6d.; Students, £1 1s. Entrance fees—Members, £1 11s. 6d.; Associate Members and Associates, £1 5s. Publication, *Journal*, monthly. Research—Prizes are awarded. Contributions have been

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made towards the maintenance of the chair of highway engineering at London University.

HOUSING ESTATE MANAGERS

Society of Women Housing Estate Managers

Members are required to pass one of the following examinations: Royal Sanitary Institute in Sanitary Science as applied to Buildings and Public Works (fee, £5 5s.); Professional examinations for Women House Property Managers' Certificate of the Chartered Surveyors' Institution (fees, £10 10s. and £5 5s.); B.Sc. (Estate Management) of University of London (fee, £12 12s.). Quarterly journal.

LIBRARIANS

Library Association

Elementary, intermediate and final examinations; fees, 10s. 6d., £1 1s., £1 11s. 6d. A school leaving certificate is required before entry to the examinations. Associate-ship is granted on passing the intermediate with 3 years' service, Fellowship on passing the final (since 1938 there has been an age limit of 21 years for the intermediate and 25 years for the concluding part of the final). Publications, *The Library Association Record*, monthly; *The Year's Work in Librarianship*, annually. Research, with financial assistance from America. Honours Diplomas are granted for approved original theses.

Association of Assistant Librarians

This Association is a section of the Library Association and the members sit for the examinations of the parent body. Publication, *The Library Assistant*, monthly.

MENTAL HOSPITALS STAFF

Incorporated Association of Clerks and Stewards of Mental Hospitals

A Diploma is issued after passing preliminary and final examinations. Registration fees, 5s., 7s. 6d. Entry fees, 10s. 6d., £1 11s. 6d. Non-members, double fees. Quarterly journal.

POST-ENTRY TRAINING FOR LOCAL GOVERNMENT OFFICERS

PARKS STAFF

Institute of Park Administration.

Preliminary and final examinations after which the Diploma of Park Administration is granted. Six years' training in horticulture for preliminary and 8 years' for final. Three years' experience in public park for preliminary, 5 years' for final. Fees, preliminary, £1 1s.; final, £3 3s. Publication, *Journal of Park Administration*.

PUBLIC ASSISTANCE STAFF

Local Government Clerks' Association

No examination.

National Association of Administrators of Local Government Establishments

The certificates issued by the Poor Law Examinations Board are recognized and members are encouraged to sit for the examinations set for institution and hospital officers. The compilation of a standard curriculum to assist members sitting for the examinations is under consideration. Publication, *The Bulletin*, quarterly.

National Association of Relieving Officers

The relieving officers' certificate of the Poor Law Examinations Board is recognized. Publication, *The Relieving Officer*.

PUBLIC HEALTH STAFF

Institute of Public Cleansing

Examination for Testamur lasting two days. A section of the syllabus deals with Administration. Fee, £4 4s. Three years' service. Publication, *Public Cleansing*, monthly. Research, but no grants are made.

Sanitary Inspectors' Association

The only examinations recognized by the Minister of Health as qualifying men and women to act as sanitary inspectors are those conducted by the Royal Sanitary Institute and Sanitary Inspectors' Joint Examination Board on which the Association is represented. Examination fee, £8 8s. Publication, *The Sanitarian*. Research—medals are awarded for the best papers read at meetings.

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RATING STAFF

Incorporated Association of Rating and Valuation Officers

Intermediate and final examinations; fees, £1 1s., £2 2s. Letters A.R.V.A., F.R.V.A. Subscriptions—Fellow, £1 11s. 6d.; Associate, £1 1s.; Student, 10s. 6d. Entrance fees—Fellow, £1 1s.; Associate and Student, 10s. 6d. Publications, *The Journal*; Conference Handbook. Report and Lectures to Students' Societies. Research—no grants are made. A panel of members of the Association considers reports of technical inquiries made by members.

SECRETARIES

Chartered Institute of Secretaries

Intermediate and final examinations; fees, £2 2s. each. Letters, A.C.I.S., F.C.I.S. Description, "Chartered Secretary." Six years' service with a public company or public body and passing of final examination are the qualifications for Associateship (for Fellowship, 8 years' service and 3 years' practice as secretary or assistant secretary). Publication, *The Secretary*.

Corporation of Certified Secretaries

Preliminary, intermediate and final examinations; fees, £1 1s., £1 11s. 6d., £2 2s. Three departments: (1) General; (2) Hospital Administration and Management; (3) Local Government Administration. Letters, A.C.C.S., F.C.C.S. Description, "Certified Secretary." Qualification for Associateship, passing final and 3 years' service; for Fellowship, age 24 years, 3 years' service as secretary, or 3 years' Associateship. Publications, *The Certified Secretary*, bi-monthly; Year Book.

National Association of Local Government Officers

Intermediate and final examinations; fees, £6 6s., £8 8s. (reduction of about 1/6th for members). Publication, *Local Government Service*.

SEWAGE STAFF

Institute of Sewage Purification

Examination lasting 2 days; fee, £1 1s. Members, Associate Members, Students. Journal half-yearly. Research, in co-operation with the Water Pollution Research Board. No grants made.

SURVEYORS

Chartered Surveyors' Institution

Preliminary, intermediate and final examinations; fees, £1 11s. 6d., £5 5s., £5 5s. Fellows, Professional Associates, Students. Designation, "Chartered Surveyor." Letters, P.A.S.I., F.S.I. Entrance fees—Fellow, £7 7s.; Professional Associate, £4 4s. Subscriptions—Fellow, £4 4s.; Professional Associate, £2 2s.; Student, £1 1s. Many members are employed by local authorities as valuers, quantity surveyors, engineering surveyors and land agents. Publication, *The Journal*, monthly. Reference and loan libraries.

TOWN PLANNING STAFF

Town Planning Institute

Intermediate and final examinations (for Associate Membership) and an examination for Legal Associate Membership; fees, £3 3s., £5 5s., £5 5s. Letters, A.M.T.P.I., M.T.P.I., L.A.M.T.P.I., L.M.T.P.I. Publication, *The Town Planning Institute Journal*, monthly. Reports and Proceedings of Conferences. Research—grants have been made.

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See Chapter VII, p. 35.

PROFESSIONAL AND UNIVERSITY CLASSES AT POLYTECHNICS AND TECHNICAL SCHOOLS

I. CROYDON POLYTECHNIC (UNDER THE EDUCATION COMMITTEE OF THE COUNTY BOROUGH OF CROYDON)

Professional Courses

1. *Accountants' Course*.—This course prepares candidates for the Intermediate and Final Examinations of the various professional accountancy bodies, such as: Institute of Chartered Accountants; Incorporated Society of Accountants and Auditors; London Association of Certified Accountants; Corporation of Accountants; British Association of Accountants and Auditors; International Accountants' and Executives' Corporation; Institution of Certified Public Accountants; Institute of Company Accountants; and the Faculty of Auditors.

Intermediate course fee, 30s.

Final course fee, 30s.

2. *Cost and Works Accountants*.—This course is designed to prepare students for the qualifying examinations of the Institute of Cost and Works Accountants, and for others specializing in industrial work.

Intermediate course fee, 30s.

Final course fee, 30s.

3. *Secretaries' Course*.—This course is intended for candidates preparing for the Intermediate and Final Examinations of the Chartered Institute of Secretaries, the Incorporated Secretaries' Association, the Corporation of Certified Secretaries and other bodies.

Intermediate course fee, 30s.

Final course fee, 30s.

4. *Bankers' Course*.—This course prepares candidates for

the Part 1 and Part 2 Examinations of the Institute of Bankers.

Part 1—course fee, 30s.

Part 2—course fee, 30s.

5. *Matriculation* under London University Regulations.

Evening classes course fee, 20s.

6. *Intermediate Science Course* under London University Inter B.Sc. Regulations.

Evening course fee, 30s.

7. *Courses for Medical and Pharmacy Students*.—These courses prepare students for—

- (1) First Examination for Medical Degrees of University of London.
 - (2) Pre-medical Examination of the Conjoint Board of the Royal Colleges of Physicians and Surgeons.
 - (3) Preliminary Scientific Examination of the Pharmaceutical Society of Great Britain.
- Evening course fee, 30s.

8. *Mechanical Engineering*.—The main evening course extends over five years and is approved by the Institution of Mechanical Engineers and the Board of Education as qualifying for the award of National Certificates. Examinations are held at the end of the third year and fifth year for the Ordinary and Higher Certificates respectively.

Ordinary National Certificate course fees—1st year, 15s.; 2nd year, 17s. 6d.; 3rd year, 20s.

Higher National Certificate course fees—1st year, 25s.; 2nd year, 27s. 6d.

9. *Motor Vehicle Mechanics' Course*.—This course normally extends over two years and is intended mainly for those who wish to obtain the Institute of Automobile Engineers Repair Certificate (A)—Mechanical.

Course fees—1st year, 15s.; 2nd year, 17s. 6d.

10. *Electrical Engineering*.—The main evening course extends over five years and is approved by the Institution of Electrical Engineers and the Board of Education as qualifying for the award of National Certificates, for which examina-

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tions are held at the end of the third year and fifth year for the Ordinary and Higher Certificates respectively.

Ordinary National Certificate course fees—1st year, 15s.; 2nd year, 17s. 6d.; 3rd year, 20s.

Higher National Certificate course fees—1st year, 25s.; 2nd year, 27s. 6d.

11. *Motor Vehicle Electricians' Course.*—This course normally extends over three years and is primarily intended for students who desire to qualify for the award of the Institution of Automobile Engineers Repair Certificate (B) Motor Vehicle Repairs—Electrical.

Course fees—1st year, 15s.; 2nd year, 17s. 6d.; 3rd year, 20s.

12. *Building.*—The courses are designed to meet the requirements of students engaged in the various branches of architecture and building, whether in the office, workshop or on buildings. They are arranged to prepare students for the National Certificate in Building, but they will also be found useful for certain of the examinations of the Institute of Builders, the Royal Sanitary Institute, the City and Guilds of London Institute, the Surveyors' Institution and the Royal Institute of British Architects.

Ordinary National Certificate course fees—1st year, 15s.; 2nd year, 17s. 6d.; 3rd year, 20s.

Advanced Classes course fee of three subjects, 25s.

13. *Gas Supply.*—Students are prepared for the City and Guilds Minor Course in Gas Supply Examination.

Course fees—1st year, 15s.; 2nd year, 17s. 6d.; 3rd year, 20s.; 4th year, 25s.

II. BIRMINGHAM CENTRAL TECHNICAL COLLEGE

Chemistry.—Evening classes are held in preparation for Matriculation (London or Northern Universities) Examination, Inter B.Sc., B.Sc., and the Institute of Chemistry Examinations, and also for M.Sc., Ph.D., and the Fellowship of the Institute of Chemistry.

Pharmacy.—Evening classes in Botany, Zoology and Microbiology and a course for the Diploma in Biology of the University of London.

Metallurgy.—Evening classes in preparation for the external B.Sc.(Metallurgy) degree of London University and for the Associateship of the Institute of Chemistry.

Physics and Mathematics.—Evening classes in preparation for a University degree in Science or Engineering.

Electrical Engineering.—Evening classes in preparation for (a) the Ordinary and Higher National Certificates in Electrical Engineering; (b) the Electrical Engineering Sections of Graduate Membership of the Institution of Electrical Engineers and London B.Sc.(Eng.) Examinations; (c) the Final Certificate in Electrical Engineering of the City and Guilds of London Institute.

Mechanical Engineering.—Evening classes in preparation for the National Certificates of the Institution of Mechanical Engineers; Exemptions from the Examinations of the Institutions of Mechanical Engineers, Automobile Engineers and Production Engineers; City and Guilds of London Institute; Whitworth Scholarships; B.Sc.Eng.(London).

Building and Structural Engineering.—Evening classes in preparation for the National Certificates in Building issued by the Institute of Builders in conjunction with the Board of Education.

III.—BIRMINGHAM COMMERCIAL COLLEGE

Professional Courses for the Intermediate and Final Examinations of a number of professional bodies, including the Institute of Transport, the Chartered Insurance Institute and various bodies concerned with banking, secretaryship, accountancy, auctioneering and estate agency. Prizes of two guineas in each case are awarded by the Birmingham and District Branch of the Chartered Institute of Secretaries and by the Birmingham and District Branch of the Institute of Cost and Works Accountants in connexion with these courses.

Course in preparation for the External Diploma of the University of London in Public Administration. A prize of two guineas is awarded by the Birmingham and West Midlands Regional Group of the Institute of Public Administration in connexion with this course.

IV. GENERAL

The above-mentioned particulars are quite typical of the prospectuses published throughout the country. Prospectuses

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from the following institutions have been examined in connexion with this survey: Brighton Technical College, Bournemouth Municipal College, Burton-on-Trent Senior Evening Classes, Manchester Municipal College of Technology, Municipal High School of Commerce and Municipal Evening School of Commerce, Norwich Technical College, Rotherham College of Technology and Senior Commercial Institute, St. Helen's Municipal Technical School, Sheffield Central Commercial College and Evening Institutes, Southampton Evening Classes, and Southport Technical College.

Other bodies holding examinations in preparation for which courses are frequently given at various institutes—

Chartered Surveyors' Institution.

Auctioneers' and Estate Agents' Institute.

Incorporated Society of Auctioneers and Landed Property Agents.

Institute of Actuaries.

Institute of Municipal Treasurers and Accountants.

Institute of Municipal and County Engineers.

Law Society.

Library Association.

National Association of Local Government Officers.

Royal Sanitary Institute's Examinations for Sanitary Inspectors and Meat and Food Inspectors.

Health Visitors' Course.

Transport Examinations of the Royal Society of Arts.

SCHEDULE VII

See Chapter VIII (1) (A), p. 39.

UNIVERSITIES AND UNIVERSITY COLLEGES WHICH HAVE, OR HAVE NOT, INSTITUTED DEGREE, DIPLOMA OR CERTIFICATE COURSES IN PUBLIC ADMINISTRATION

Birmingham.—Many of the courses in the Departments of History, Economics and Philosophy cover the field of Public Administration.

Bristol.—An internal Diploma was instituted for the session 1936-37. Two-year course. Two evenings a week. October to March. Examination at end of each year. Fees for tuition and examination, £17.

Cambridge.—The degree course for the Economics Tripos is available for students interested in Public Administration.

Durham.—No degree course in public administration.

Durham (King's (formerly Armstrong) College, Newcastle-upon-Tyne).—Diploma instituted for the session 1936-37. Day and evening courses covering three years. Six subjects. Examination in two subjects at end of each year. Fees for tuition and examination, £24. The subject of Public Administration is also included in the courses for the Degree of B.Com., the Diploma in Commerce, and the Diploma in Economics, History and Political Science. This has been possible since October, 1934.

Exeter (University College of South-West of England).—Internal Diploma instituted in 1937. Evening course lasting two years. Two evenings a week. Eight subjects. Examination each year in subjects studied. Fees for tuition and examination, 11 guineas.

Hull (University College).—Students are prepared for the Degrees, Diplomas and Certificates of the University of London including the Diploma in Public Administration. Concentration of the course for this Diploma on two or three afternoons a week is under consideration. Evening courses cannot be offered.

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Leeds.—Internal Diploma instituted in 1931. Course lasts two years. Classes for four hours a week extending over 20 weeks. Seven subjects. Examination each year in subjects studied. Fees for tuition and examination, £20.

Liverpool.—Internal Diploma instituted in 1930. Evening course lasting three years. Two evenings a week. Two hours an evening. Seven subjects. Examination each year in subjects studied. Fees for tuition and examination, £32.

London.—Degree of B.Sc.(Econ.) with the special subject of Government. Internal and External. Fees for internal tuition—day course, £81 18s.; evening course, £52 10s. Examination fees—intermediate or final, £6 6s. each.

Diploma in Public Administration—

- (a) Academic (internal)—instituted 1927—Tuition fee—day course, £58 16s.; evening course, £31 10s.; Examination fee, £5 5s.
- (b) External—instituted 1927—Registration fee, £1 1s.; Examination fee, £5 5s.
- (c) Extension—instituted 1937—Registration fee, £1 1s.; Examination fee, £5 5s.

Manchester.—Degrees of B.A.(Administration) and M.A.(Administration). Certificate in Public Administration. Internal—instituted 1926-27. Day and evening classes. Classes necessary for honours are not held in the evening. B.A.(Admin.) course lasts three years, nine subjects; fees, £82. M.A.(Admin.) course lasts one or two years; fees, £10 10s. Certificate course lasts two years; fees, 38 guineas.

Nottingham (University College).—Internal Diploma instituted in 1938. Day course lasting three years. One day a week; four hours a day. Twelve subjects. Examination each year in subjects studied. Fees for tuition and examination, 20 guineas.

Oxford.—The subject of Public Administration is covered by the degree course for Modern Greats. There is also a Diploma and a Certificate in Public Administration. Research lecturer since October, 1935, Mr. G. Montagu Harris. Weekly evening lectures and seminars. Members and officers of local authorities can attend as well as undergraduates.

Diploma—Two to three years' course; five subjects, prac-

tical work and thesis; fees for part-time students, £20 for two years; registration, £1 1s.; examination, £3. Certificate.—One year's course; three subjects, practical work and essay; fees for part-time students, £10; registration, £1 1s.; examination, £2. The course for the Certificate covers two-thirds of the Diploma course and students who obtain the Certificate may proceed to the Diploma.

Reading.—Public Administration and Finance is an optional subject in the second-year course for the Diploma in Commerce (internal).

Sheffield.—Diploma in Public Administration instituted 1932. Two parts; two years; two evenings a week; two hours per evening. October to March. Examination each year. Tuition and examination fees, £14.

Southampton (University College).—Students take the London University Degrees and the Diploma in Public Administration. The Head of the Economics Department has endeavoured to stimulate the study of Public Administration, but the response has been disappointing. There is a small evening class for local government officers. The present requirements of the London Special Entrance Examination are unsuitable for the older local government officers who have not matriculated.

Swansea (University College).—No course in Public Administration.

Wales (University College, Aberystwyth).—No separate Degree or Diploma in Public Administration, but tuition is given in public finance, political theory, constitutional law and constitutional history as part of the degree courses in economics and law.

Wales (North—University College).—No course in Public Administration.

Wales (South—University College).—No course in Public Administration.

Scotland (Aberdeen).—No course in Public Administration.

Scotland (Edinburgh).—No course in Public Administration.

Scotland (Glasgow).—Diploma in Public Administration

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(instituted in 1932) by the School of Social Study and Training under the auspices of the University. Two years' evening course. Classes for four hours a week extending over 20 weeks. Eight subjects. Examination each year in subjects studied. Fees for tuition and diploma, £19.

Scotland (St. Andrews).—No course in Public Administration.

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See Chapter VIII (1) (A), p. 40.

POSSIBILITY OF INSTITUTION OF DEGREE OR DIPLOMA (INTERNAL OR EXTERNAL) IN PUBLIC ADMINISTRATION AT THOSE UNIVERSITIES OR UNIVERSITY COLLEGES WHERE NO SUCH AWARD AT PRESENT EXISTS

Birmingham University.—Such a course would be possible, but classes could be offered only during the day, not in the evening.

Cambridge University.—The General Board are unable (1938) to recommend the establishment of a Diploma in Public Administration as it is contrary to the practice of the University to establish diplomas for part-time students who are not members of the University; and, further, the number of candidates likely to attend the courses for such a diploma would probably be insufficient to cover the cost thereof.

Durham University.—Unable to say, since the University is undergoing change and new statutes are being drafted.

Hull (University College).—Would consider the institution of an internal diploma if the London external diploma did not meet the need.

Reading.—A diploma course would be possible if the demand therefor arose.

Sheffield.—No authority to award external degrees or diplomas.

Southampton (University College).—Would consider the institution of a separate diploma if there were special requirements or circumstances in the area.

Swansea (University College).—Would consider the institution of a diploma if the demand arose, subject to finance and staff.

Wales (University College).—If the demand should arise for training in Public Administration for local government

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officers, it could probably be met by readjustment of, and addition to, the present courses.

Wales (North—University College).—Course for internal diploma would be possible, subject to finance.

Wales (South—University College).—Course would be possible if funds were available to provide additional staff.

Scotland (Aberdeen).—Has been asked to institute a Diploma in Public Administration, but is unable to do so through lack of funds.

Scotland (St. Andrews).—It is not probable that a demand for a Diploma in Public Administration would arise, but, if it did, the University might endeavour to meet it.

Scotland (Edinburgh).—The institution of a diploma has been discussed with the National Association of Local Government Officers. The University view is that students should take the M.A. or B.Com. degree with courses chosen to suit an administrative career.

SCHEDULE IX

See Chapter VIII (1) (A), p. 40.

RESULTS OF UNIVERSITY EXAMINATIONS FOR DEGREES AND DIPLOMAS IN PUBLIC ADMINISTRATION

University or College	Year	No. of Candi- dates	No. of Honours	No. of Passes	No. of Failures	Degree or Diploma
Bristol -	1936-37	19	—	16	3	Dip. (P. I.)
	1937-38	15	—	15	—	Dip. (P. II.)
Durham (King's College, Newcastle- upon-Tyne)	1936-37	17	—	11	6	Dip. (1st)
	1937-38	13	—	11	2	
	1937-38	10	—	9	1	Dip. (2nd)
Leeds -	1931	11	—	8	3	Diploma
	1933	13	—	12	1	
	1937	24	—	23	1	
Liverpool	1932-33	18	2	15	1	Diploma
	1933-34	5	—	4	1	
	1934-35	10	1	9	—	
	1935-36	12	1	11	—	
	1936-37	9	—	8	1	
	1937-38	18	2	15	1	
London -	1932-33	9	—	6	3	Diploma (Academic)
	1933-34	11	—	2	9	
	1934-35	5	—	4	1	
	1935-36	11	—	9	2	
	1936-37	12	—	9	3	
	1937-38	5	—	3	2	
	1932-33	25	—	13	12	Diploma (External)
	1933-34	25	—	17	8	
	1934-35	25	—	14	11	
	1935-36	28	—	16	12	
	1936-37	23	—	18	5	
	1937-38	14	—	11	3	
	1937-38	7	—	1	6	Diploma (Extension)

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SCHEDULE IX—*Continued*

University or College	Year	No. of Candi- dates	No. of Honours	No. of Passes	No. of Failures	Degree or Diploma
Manchester	1932-33	14 B.A.	3 M.A.	1 Certificate		B.A.(Adm.) M.A.(Adm.) and Certificate
	1933-34	14 "	1 "	1 "		
	1934-35	17 "	1 "	—		
	1935-36	21 "	3 "	1 "		
	1936-37	20 "	3 "	—		
	1937-38	28 "	1 "	2 "		
Oxford -	1936-37	4	—	4	—	Certificate Diploma
	1937-38	5	—	5	—	
Sheffield -	1932-33	19	2	11	6	Diploma
	1933-34	15	3	6	6	
	1934-35	17	1	13	3	
	1935-36	16	3	10	3	
	1936-37	28	—	19	9	
	1937-38	23	—	18	5	
Scotland (Glasgow)	1933-34	15	—	13	2	Diploma
	1934-35	17	—	17	—	
	1935-36	17	—	14	3	
	1936-37	10	—	6	4	
	1937-38	10	—	5	5	

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See Chapter VIII (1) (B), p. 42.

EXTRA-MURAL UNIVERSITY COURSES IN SUBJECTS CONNECTED WITH PUBLIC ADMINISTRATION

Birmingham.—The Joint Committee of the University and the Workers' Educational Association hold classes in central and local government and economics. These classes do not lead to a diploma or degree.

Bristol.—Two tutorial classes are held (one at Bath and one at Weston-super-Mare), the subject being "Government, Central, Local and Foreign."

Cambridge.—None.

Durham.—None.

Durham (Armstrong College).—None.

Exeter (University College of South-West of England).—Evening classes have been held for students preparing for the intermediate examination of the National Association of Local Government Officers.

Hull (University College).—Prepared to consider the institution of special afternoon (not evening) courses.

Liverpool.—The Board is considering the provision of introductory courses leading to a diploma, certificates in semi-technical subjects (*e.g.*, education) and course for the poor law examination.

London.—Extension courses leading up to the newly created extension Diploma in Public Administration have been established (see special description in the body of this report).

Manchester.—Occasional courses are given in subjects connected with public administration.

Nottingham (University College).—Various classes in subjects connected with public administration are held, but there is no course for a diploma or degree in public administration.

Reading.—None.

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Sheffield.—None.

Southampton (University College).—Occasional courses have been held in subjects connected with public administration and have been attended by local government officers.

Swansea (University College).—None.

Wales (North—University College).—None.

Wales (South—University College).—None.

Scotland (Aberdeen).—None.

Scotland (Edinburgh).—None.

Scotland (St. Andrews).—None.

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See Chapter VIII (2), p. 42.

COUNTY HALL UNIVERSITY EXTENSION CENTRE, LONDON—COURSES OF LECTURES, ATTENDANCE STATISTICS AND EXAMINATION RESULTS

PART I—COURSES OF LECTURES

1935-36.—*Public Administration* in Principle and Practice—Lecturer, Dr. H. Finer, D.Sc.(Econ.), Reader in Public Administration in the University of London (24 lectures).

Syllabus.—The relationship between government, politics and administration; the growth of State activity; the nature of public management; the separation of powers; the fundamentality of political control; personnel; staff problems of the Civil Service; the machinery of government; finance; areas of local government; and the relationship between central and local authorities.

1936-37.—*Public Administration* at Home and Abroad—Lecturer, Dr. H. Finer (24 lectures).

Syllabus.—The outstanding problems and experiments of the chief foreign countries compared with those of Great Britain; rights and duties of public officials; government control of industry; problems of French and German local and central government; characteristics of American federal, state and local government; control by the English Cabinet and by the American President; government of London, Paris, Berlin and New York.

1937-38.—(i) *Economics* (including Public Finance)—Lecturer, Mr. G. L. Schwartz, B.A., B.Sc.(Econ.), Sir Ernest Cassel Lecturer in Commerce in the University of London (24 lectures).

Syllabus.—Utilization of scarce resources; theory of value; money; market equilibrium; labour; processes of production; international trade; location of industry; capitalistic production; price policy; changes in condi-

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tions of supply and demand; public and local finance; planning schemes; public utilities; trade cycle.

(ii) *English Economic History*—Lecturer, Mr. H. L. Beales, M.A., Reader in Economic History in the University of London (20 lectures).

Syllabus.—The industrial revolution; population; transport; agriculture; financial system; free trade; export of capital; basic industries; mid-Victorian system; limited companies; foreign competition; imperialism; labour; municipal socialism; social services; standard of living; social structure.

1938-39.—(i) *Social and Political Theory*—Lecturer, Dr. H. Finer (12 lectures).

Syllabus.—Theories of origin and nature of state; rights, duties, justice and equality; democracy and dictatorship; international politics; constitutions and principal political institutions.

(ii) *History of Local Government*—Lecturer, Dr. H. Finer (12 lectures).

Syllabus.—General constitutional structure; public assistance; education; public health; police; local finance; municipal enterprise; miscellaneous developments and retrospect.

(iii) *English Constitutional Law*—Lecturer, Professor G. W. Kecton, M.A., LL.D., Professor of English Law in the University of London (20 lectures).

Syllabus.—Parliament; the Cabinet; the Executive; the relations of Great Britain to the Dominions; Crown Colonies, Protectorates and Mandates; the Judiciary; the rights of the subject; the framework of local government.

PART II—STATISTICS OF ATTENDANCE AND EXAMINATION RESULTS

1935-36.—Total enrolment, 173; average attendance, 104. Number of students, 96; average attendance at discussions, 71.

Number of sessional examinees, 44; results, 1 certificate of merit with special distinction, 10 certificates of merit, 31 passes, 2 failures.

POST-ENTRY TRAINING FOR LOCAL GOVERNMENT OFFICERS

Four of the students who obtained certificates of merit competed for sessional honours by submitting essays on subjects connected with the course and three were successful.

1936-37.—Total enrolment, 92; average attendance, 59. Number of students, 59; average attendance at discussions, 47.

Number of sessional examinees, 33; results, 1 certificate of merit with special distinction, 5 certificates of merit, 26 passes, 1 failure.

Four of the students competed for sessional honours by submitting special essays and 3 were successful.

1937-38.—(1) *Economics*—Total enrolment, 68; average attendance, 44. Number of students, 52; average attendance at discussions, 43.

Number of sessional examinees, 22; results, 2 certificates of merit with special distinction, 5 certificates of merit, 14 passes, 1 failure.

Four of the students competed for sessional honours by submitting special essays, 1 was successful and 3 were highly commended.

(ii) *English Economic History*.—Total enrolment, 73; average attendance, 31. Number of students, 48; average attendance at discussions, 28.

No examination was held in connexion with this course.

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See Chapter IX, p. 53.

RESIDENTIAL COLLEGES FOR ADULT EDUCATION AND SUBJECTS STUDIED THEREAT

Avoncroft College for Rural Workers, Stoke Prior, near Bromsgrove, Worcestershire. (For men only—Courses in agriculture combined with history, English and economics.)

Coleg Harlech, Harlech, North Wales. (For men and women—Courses in history, economics, literature, philosophy, logic, psychology, political science, music, art, &c.)

Co-operative College, Holyoake House, Manchester. (For men and women—Courses in co-operation, history, economics, citizenship, sociology, ethics, education, &c. Also a correspondence department.)

Fircroft College, Bournville, Birmingham. (For men only—Courses in economics, history, literature, machinery of government, public finance, economic geography, &c.)

Hillcroft College for Working Women, South Bank, Surbiton, Surrey. (For women only—Courses in economics, economic history, government, literature, psychology, philosophy, biology, &c.)

Ruskin College, Oxford. (For men and women—Courses in economics, history, English literature, psychology, trade union law, public administration, &c. Students often enter for the University of Oxford Diploma in Economics and Political Science.)

Woodbrooke Settlement, Selly Oak, Birmingham. (For men and women—Courses in religion, sociology, economics, international relations. Students can take the Social Science Diploma of Birmingham University. Those with a University degree can be prepared for the Cambridge University Teachers' Certificate.)

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See Chapter X, p. 55.

INSTITUTIONS PROVIDING CORRESPONDENCE COURSES FOR LOCAL GOVERNMENT OFFICERS.

General Subjects

National Association of Local Government Officers Correspondence Institute, 24 Abingdon Street, London, S.W.1.

Bennett's College, Sheffield.

British Tutorial Institutes, 26 Avon House, 356 Oxford Street, London, W.1 (for London County Council Major Establishment Examinations).

Chambers College, 335 High Holborn, London, W.C.1.

International Correspondence Schools, International Buildings, Kingsway, London, W.C.2.

Metropolitan College, 40-42 Queen Victoria Street, London, E.C.4, or Dept. S.2/1c, St. Albans.

Pitman Correspondence College, 154 Southampton Row, London, W.C.1.

University Correspondence College, 32 Red Lion Square, London, W.C.1.

University of London Commerce Degree Bureau, University of London, W.C.1 (for External B.Com. degree).

Wolsey Hall, Oxford (for London Matriculation, Special Entrance, Intermediate and Final B.Sc.(Econ.)).

Accountancy

Accountancy and Secretarial Training Institute, Ltd., Barclays Bank Chambers, Newport, Mon.

Alban and Lamb, Incorporated Accountants, Imperial House, Kingsway, London, W.C.2.

British College of Accountancy, 82 Coleman Street, London, E.C.2.

Newhall College, Holborn Chambers, Broad Street, Birmingham, 1.

School of Accountancy, 454 Bush House, Kingsway, London, W.C.2.

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Architecture

British Tutorial Institutes, Avon House, 356-366 Oxford Street, London, W.1.

Librarianship

Association of Assistant Librarians.

Public Assistance

Central Public Assistance Correspondence College, 60 Humber Road, London, S.E.3.

Public Cleansing

Institute of Public Cleansing.

Surveying

British Tutorial Institutes, 26 Avon House, 356-366 Oxford Street, London, W.1.

College of Estate Management, 35 Lincoln's Inn Fields, London, W.C.2.

Special

W. R. Dunlop, 57 Gordon Square, London, W.C.1 (Management and Administration).

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See Chapter X, p. 57.

FEEES FOR CORRESPONDENCE COURSES CHARGED BY THE NATIONAL ASSOCIATION OF LOCAL GOVERNMENT OFFICERS TO NON-MEMBERS

National Association of Local Government Officers	{ Intermediate	- £6 6 0
	{ Final - -	- 8 8 0
London University Diploma in Public Administration	{ Part I - -	- 7 7 0
	{ Part II - -	- 7 7 0
Incorporated Association of Rating and Valuation Officers	{ Intermediate	- 6 6 0
	{ Final - -	- 8 8 0
Poor Law Examinations Board—		
(a) Relieving Officers	- -	- 5 0 0
(b) Institution Officers	{ Part I - -	- 4 4 4
	{ Part II - -	- 6 6 0
(c) Clerical Assistants	{ Intermediate	- 6 6 0
	{ Final - -	- 8 8 0
Institution of Municipal and County Engineers	{ Intermediate	- 8 8 0
	{ Final - -	- 12 12 0
Board of Trade—		
(a) Inspectors of Weights and Measures	- -	- 6 16 6
(b) Inspectors of Gas Meters	- -	- 6 6 0
Royal Sanitary Institute—		
(a) Sanitary Inspectors	{ Full course -	- 4 4 0
	{ Revision course -	- 3 3 0
(b) Meat and Food Inspectors	{ Full course -	- 4 4 0
	{ Revision course -	- 3 3 0
(c) Sanitary Science	- -	- 5 5 0
(d) Food Hygiene	- -	- 3 3 0
Chartered Institute of Secretaries	{ Intermediate	- 6 6 0
College of Preceptors—Senior Certificate	{ - -	- 5 5 0

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See Chapter XII, p. 65.

PART I—LECTURES ORGANIZED BY DEPARTMENTS OF THE LONDON COUNTY COUNCIL

Chief Engineer's Department

- 1936-37—"The Main Drainage of London," by Mr. D. C. Graham, M.Inst.C.E., divisional engineer.
- 1937-38—"The work of the Public Institutions Division," by Mr. R. Chalmers, divisional engineer;
- "The work of the Bridges and General Works Division," by Mr. H. Firth, divisional engineer.

Mental Hospitals Department

- 1936-37—"The organization of the London County Council and the place of the Mental Hospitals Department therein," by Mr. W. S. Leeming, chief assistant;
- "The general concept and medical aspect of mental deficiency," by Dr. A. C. Williams, divisional medical officer;
- "The administration of the Mental Deficiency Acts and Regulations," by Mr. W. S. Leeming;
- "The practical application of the Mental Deficiency Acts and Regulations to the work of the supervisor's section," by Mr. C. E. Nichol, senior assistant.
- 1937-38—"The socialization of high-grade mental defectives," by Dr. E. S. Littlejohn, medical superintendent;
- "The pathology of mental deficiency," by Dr. R. M. Stewart, medical superintendent;
- "The administration of public assistance in London," by Mr. S. K. Ruck, assistant general inspector, public assistance department;
- "National Health and Pensions Insurance Acts," by Mr. T. S. Newman, secretary, Hearts of Oak Benefit Society.

POST-ENTRY TRAINING FOR LOCAL GOVERNMENT OFFICERS

Public Control Department

1934-35—"Weights and measures, gas meter testing and smoke abatement," by Mr. B. J. Jessup, principal assistant;

"Motor registration and licensing," by Mr. G. Halsey, principal assistant;

"Petroleum and mixtures," by Mr. H. S. Ingle, principal assistant;

"Massage establishments, employment agencies and coroners," by Mr. P. H. Gibbins, principal assistant.

1935-36—"The Shops Acts," by Mr. A. F. Bew, senior assistant.

Public Health Department

1936-37—"General work and organization of the Public Health Department," by Dr. W. A. Daley, M.D., B.S., B.Sc. (Lond.), principal medical officer;

"The general hospitals," by Dr. W. Brander, M.D., Ch.M.(Aber.), principal medical officer;

"The special hospitals," by Dr. A. Topping, M.A., M.B., Ch.B.(Aber.), senior medical officer;

"The school medical service," by Dr. C. J. Thomas, M.B., B.Sc.(Lond.), senior medical officer;

"The laboratory service of the London County Council," by Dr. J. E. M'Cartney, director of research and pathological services, and Mr. E. T. Shelbourn, chemist-in-chief;

"London housing," by Dr. A. M. Hewat, M.D., Ch.B.(Edin.), senior medical officer;

"The London ambulance service," by Capt. A. E. Reed, officer-in-charge.

1937-38—"The work of the Public Health inspectorate," by Mr. E. T. Swinson, chief inspector;

"A day in the life of a hospital steward," by Mr. F. A. Croft, hospital steward;

"The administration of the Public Health Department," by Mr. W. J. K. Crawforth, chief clerk.

**PART II—PUBLIC LECTURES ON MUNICIPAL
ADMINISTRATION GIVEN IN CONNEXION WITH
WOOLWICH PUBLIC LIBRARIES**

- 1936—"How London is governed," by His Worship the Mayor, Councillor H. Berry, J.P., L.C.C.;
 "The development of Woolwich," by Mr. H. W. Tee, M.Inst.C.E., borough engineer;
 "Electricity supply," by Mr. F. F. Elliott, M.I.E.E., A.M.I.Mech.E., borough electrical engineer.

**PART III—SUBJECTS DISCUSSED BY THE COUNTY
HALL DISCUSSION CENTRE, LONDON**

- 1937—"Training, stimulus and the assessment of merit."
 Opening speaker, Mr. C. Winter, LL.M., F.P.A. (Legal and Parliamentary Department). Chairman, Sir George Gater, C.M.G., D.S.O., J.P., Clerk of the London County Council, Vice-President of the Institute of Public Administration;
 "The use of the cinematograph film in the public services." Opening speaker, Mr. T. J. Jones, F.P.A. (Fire Brigade Department). Chairman, Commander A. N. G. Firebrace, F.P.A., Deputy Chief Officer, London Fire Brigade;
 "Post-entry training." Opening speaker, Miss F. M. J. Taylor, M.P.A. (Education Department). Chairman, Mr. J. R. G. Williamson, F.P.A. (Architect's Department).

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See Chapter XV (1), p. 75.

AWARD OF MEDALS, PRIZES AND SCHOLARSHIPS BY PROFESSIONAL AND TECHNICAL ASSOCIATIONS

The *Corporation of Accountants* award a prize to the candidate who gains the highest place in the intermediate and final examinations held twice a year. Some district societies of the Corporation also award a prize to the candidate from their district who obtains the highest mark for the district.

The *Institute of Cost and Works Accountants* award £5 to the candidate gaining the first place at each final examination, and £5 to the candidate who submits the best papers in costing.

The *Institute of Municipal Treasurers and Accountants* award a silver medal on the results of the intermediate examination and a gold medal on the results of the final examination and various prizes of £3 3s., £2 2s., and £1 1s.

The *Auctioneers' and Estate Agents' Institute* award a silver medal on the results of the intermediate examination and a gold medal on the results of the final examination, various prizes of £10 10s., £8 8s., &c., and three scholarships (value £20) for the degree course of B.Sc. (Estate Management), University of London.

The *Society of Auctioneers and Landed Property Agents* award medals, prizes of books or money, and scholarships entitling candidates to free tuition for the next stage of the examination.

The *Institution of Electrical Engineers* award a shield and £5 5s. for the best essay.

The *Institution of Municipal and County Engineers* award a gold medal on the results of the testamur examination and also several prizes for papers published in the journal of the Institution. The question of providing scholarships is under consideration.

SCHEDULE XVI

The Scottish and Birmingham branches of the *Library Association* award annually a scholarship and a prize for a technical essay.

The *National Association of Administrators of Local Government Establishments* award £10 and a diploma to the candidate taking first place in the Institution Officers' examination of the Poor Law Examinations Board.

The *Institute of Public Cleansing* award a money prize to the candidate obtaining highest place in the examination.

The *Chartered Institute of Secretaries* award numerous prizes of £10, £5, £3, &c.

The *Corporation of Certified Secretaries* award two medals in connexion with their examinations.

The *Association of Rating and Valuation Officers* award various prizes and the branches and students' societies of the Association award prizes to candidates from their respective areas.

The *Chartered Surveyors' Institution* award gold and silver medals and various prizes from £15 15s. downwards.

The *Town Planning Institute* awards various prizes of £5, &c.

SCHEDULE XVII

See Chapter XV (3), p. 77.

ACADEMIC OR PROFESSIONAL EXAMINATIONS,
THE PASSING OF WHICH ENTITLES OFFICERS OF
THE HACKNEY METROPOLITAN BOROUGH
COUNCIL TO A MONEY GRANT OF £25

Town Clerk's Department

Appropriate degree of a British University.

Solicitor's Final Examination.

Barrister-at-Law.

Associate Member of the Chartered Surveyors' Institution
(Valuation Section only).

Academic Diploma in Public Administration (University
of London).

Borough Engineer and Surveyor's Department

Appropriate degree of a British University.

Associate Member of the Institution of Civil Engineers.

Associate Member of the Royal Institute of British
Architects.

Associate Member of the Chartered Surveyors' Institution.

Testamur Examination of the Institution of Municipal and
County Engineers.

Borough Treasurer's Department

Appropriate degree of a British University.

Associate Member of the Institute of Municipal Treasurers
and Accountants.

Associate of the Society of Incorporated Accountants and
Auditors.

Associate Member of the Institution of Chartered
Accountants.

Associate Member of the Incorporated Association of Rating
and Valuation Officers.

Public Health Department

- Appropriate degree of a British University.
- Associate Member of the Institution of Civil Engineers.
- Associate Member of the Royal Institute of British Architects.
- Associate Member of the Chartered Surveyors' Institution.
- Diploma in Public Health (University of Cambridge).
- Diploma in Tropical Medicine and Hygiene (University of Cambridge).
- Diploma in Public Health (University of Oxford).
- Diploma in Bacteriology (University of London).

Electricity Department

- Appropriate degree of a British University.
- Associate Member of the Institution of Electrical Engineers.
- Associate Member of the Institution of Civil Engineers.
- Associate Member of the Royal Institute of British Architects.
- Diploma in Engineering of the City and Guilds of London Institute.

Public Libraries Department

- Appropriate degree of a British University.
- Fellow of the Library Association.
- Diploma in Librarianship of the University of London.

SCHEDULE XVIII

See Chapter XVI (2) (A), p. 87.

ESTABLISHMENT OF WHITLEY COUNCILS

I. NATIONAL JOINT COUNCIL

National Joint Council (previously known as the Standing Conference of Joint Councils) reconstituted in 1936 for the purpose of extending the sphere of Whitleyism in the local government service and co-ordinating the work of the Provincial Councils.

II. PROVINCIAL COUNCILS

The following three councils have functioned for the past 16 or 17 years.

London Council — representing 23 metropolitan boroughs.

Lancashire and Cheshire Council—representing 2 county councils, 16 county boroughs, 25 boroughs, 83 urban districts, and 8 rural districts.

West Riding Council—representing 7 county boroughs, 8 boroughs, 42 urban districts, and 11 rural districts.

The following five councils are of more recent formation :—

North Wales Council—established in 1933 to cover the counties of Anglesey, Caernarvon, Denbigh and Flint.

Scottish Council—established in 1937.

North-Eastern Council—established in 1937 to cover the counties of Durham and Northumberland and the Cleveland district of Yorkshire.

West Midlands Council—established in 1938 to cover the counties of Hereford, Salop, Stafford, Warwick and Worcester.

SCHEDULE XVIII

Conferences of local authorities have approved the principle of the formation of councils for the following areas:—

East Midlands—to cover the counties of Derby, Leicester, Lincoln (parts of Holland, Kesteven and Lindsey), Northampton, Nottingham, Rutland, and the Soke of Peterborough.

Eastern—to cover the counties of Bedford, Cambridge, Essex, Hertford, Huntingdon, Isle of Ely, Norfolk and Suffolk (East and West).

Southern Home Counties—to cover the counties of Kent, Surrey and Sussex (East and West).

South Wales and Monmouthshire—to cover the counties of Brecknock, Cardigan, Carmarthen, Glamorgan, Monmouth, Pembroke and Radnor.

Arrangements have been made for conferences of local authorities to be held to consider the formation of councils for the following areas:—

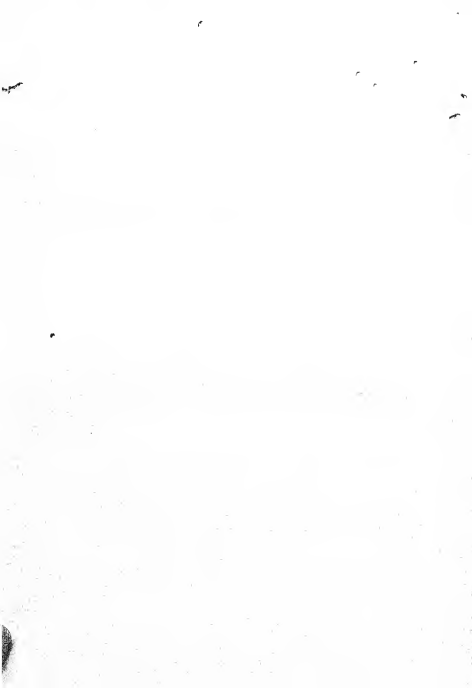
South-Western—to cover the counties of Cornwall, Devon and Dorset.

South Midlands—to cover the counties of Berkshire, Buckingham, Hampshire and Oxford.

Western—to cover the counties of Gloucester, Somerset and Wiltshire.

III. JOINT COMMITTEES SET UP UNDER PARTICULAR AUTHORITIES

According to a list compiled by the National Association of Local Government Officers in September, 1938, joint Whitley Committees have been set up in connexion with 9 county councils, 27 county boroughs, 22 boroughs, 17 metropolitan boroughs, 27 urban district councils and 3 rural district councils.



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